

Douglas County
Wildland Fire
Annex



An Annex of the Douglas County

Comprehensive Emergency Management Plan

2020 –Version 2.0

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Schedule for Review

The Douglas County Office of Emergency Management will complete a comprehensive review of this plan every two (2) years or more frequently if significant changes occur in demographics, agency staffing or organization, or other areas of improvement are identified following major incidents or exercises.

Record of Changes

When Changes are made to this plan, the following procedures will be followed:

1. Changes will be issued by the Douglas County Office of Emergency Management (DCOEM) and transmitted to agencies, personnel, and other designees specified by the DCOEM Director.
2. When a change is made, an entry will be made on the following log.

Change Number	Date Entered	Pages or Section Changes	Entered by

I. INTRODUCTION/OVERVIEW

It is the responsibility of local government to protect the lives and property of its local citizens (C.R.S. 214-33.5-707).

Wildland fire is a serious hazard of concern for Douglas County. There is a high likelihood that each year Douglas County may encounter several wildland fire incidents.

The Wildland Fire Annex describes the necessary steps the County will take to prepare and respond to a wildland fire incident. It describes the actions taken by the County's agencies and departments that have been assigned emergency support function roles in the Douglas County Emergency Operations Plan (EOP). This annex is meant to be a guide, in that it allows the County to adjust its response based upon the size and scope of the incident.

ANNEX ACTIVATION AND TERMINATION

The Wildland Fire Annex may be activated by the Director of the Office of Emergency Management or his/her designee, as required, upon identification of an active or imminent emergency incident that may require, support, coordination, resources and consequence management.

A disaster through its nature or severity may automatically initiate activation of this Annex. Activation may be in support of a county level emergency, a local jurisdiction or municipal EOC, in support of the State Emergency Operations Center, or any other incident/mission requiring resource support from Douglas County.

The Douglas County Emergency Operations Plan (EOP) outlines procedures intended to help manage and coordinate available resources to safeguard the county's populations during all-hazard emergencies or disaster posing an immediate or potential hazard and/or threat.

During such events, prudent actions required to protect the population may include incident command, emergency managers and/or local officials recommending evacuations, shelter-in-place or road closures.

The Douglas County Office of Emergency Management (OEM) is the Lead Agency for this Wildland Fire Annex to the County EOP.

II. PURPOSE & SCOPE

PURPOSE

The purpose of the Wildland Fire Annex is to provide a framework for an effective, well-coordinated, efficient response, and recovery in the event of a wildland fire emergency occurring within Douglas County. It also provides a basic overview of roles, responsibilities and actions that may be taken in response to these types of incidents. This annex supplements the Douglas County Emergency Operations Plan (EOP) by providing an effective and coordinated response to potential or actual wildland fire emergencies.

SCOPE

The Wildland Fire Annex supports the Douglas County Emergency Operations Plan (EOP). This Annex covers all unincorporated areas of Douglas County as well as incorporated cities and towns. It addresses all wildland fire scenarios that may impact Douglas County. The annex outlines details associated with wildland fire planning, preparedness, response, and recovery. It includes descriptions of the hazards and threats the County is susceptible to and the actions the County will take in the event of a wildland fire event or incident. It also identifies the roles, responsibilities, and coordination lines for a wildland fire incident. This annex will guide the response to the potential threat and subsequent damage from wildland fire incidents.

III. SITUATION AND ASSUMPTIONS

SITUATION

A disaster or large-scale emergency situation can result from a natural or human-caused occurrence resulting in the loss of life or property. During such a situation, it is the responsibility of local government to protect the lives and property of its citizens. Efforts to mitigate these problems are coordinated through the Incident Command and the Emergency Operations Center (EOC).

Douglas county is vulnerable to a variety of hazards, all of which have the potential for disrupting communities, causing damage, and producing casualties. Primary concerns are, but are not limited to, wildland fire, winter storms, severe weather, hazardous materials, flooding, active shooter events and acts of terrorism.

Wildland fire is a serious hazard of concern for Douglas County representing a destructive source of hazard, vulnerability and risk, both in terms of recent county history and the probability of future destruction of greater magnitudes than

previously recorded. Unlike other natural hazards such as flood, wildfires can rapidly escalate in size and threat. There is a high likelihood that each year Douglas County may encounter several wildland fire incidents. Historically, Douglas County has seen emergency incidents that range from very short duration events (1-2 operational periods) to a limited number of larger events that have lasted for days or weeks. The majority of these emergency events fall into the area of grassfires or forest fires. Most of these incidents have not severely impacted urbanized areas but the potential exists for any of these events to affect urbanized areas and to have long lasting impacts.

The County encompasses federally owned land in the Pike National Forest for which the United States Forest Service (USFS) has primary responsibility for fighting wildland fires – however as local fire district and County resources may be first on scene to a wildfire in the National Forest they may comprise Incident Command on initial attack of the fire, addressing tactical operations, coordinating fire mutual aid resources and organizing logistics and public information before USFS personnel arrive to assume Command.

Between January and May of each year, Douglas County reviews the wildland fire Annual Operating Plan (AOP) which outlines how wildfire agencies work together. Under the best of circumstances, the management of a large firefighting operations complex, often involving hundreds of people and assets, and several different agencies and local jurisdictions. Fires resulting from or independent of, but coincident with, a catastrophic event will place extraordinary demands on available resources and logistics support systems.

HAZARD ANALYSIS

WILDLAND FIRE

A wildfire is an instance of uncontrolled burning in grasslands, brush or woodlands.

Douglas County is a semi-arid climate with hot, dry summers, and cold dry winters. Several life zone ecological communities exist in the County including the plains life zone (3,500 feet to 5,500 feet) where grasses are dominant vegetation, the foothills life zone (5,500 feet to 8,000 feet), which is dominated by Gambel Oak and Mountain Mahogany and the lower montane life zone (6,000 feet to 9,000 feet) that is dominated by Ponderosa Pine and Douglas Fir.

Current vegetative conditions consist of overstocked forest stands that contain a high number of small, suppressed and poorly formed trees. They also contain a higher level of both live and dead fuels accumulations. Many areas are in need of significant thinning and restorative efforts to reduce hazardous fuels loads, promote tree vigor, increase stand diversity, increase forest sustainability and ecosystem health.

Many areas also contain high accumulations of Gambel Oak. The oak acts as a ladder fuel carrying fires from the ground into the tops of the trees creating a crown fire situation which is difficult to control due to high flame lengths and fast rates of spread.

Statistical reports show an increasing wildfire threat, along with increased vulnerability to such fires, due to the density of vegetation and the increasing number of residences in Wilderness Urban Interface (WUI) areas. More than 25% of Douglas County's population live in WUI areas susceptible to wildfire, which may occur during any month of the year, but usually occurs between March and October. In addition to WUI fires, Douglas County experiences wildland fires, generally in the Pike National Forest, that do not threaten structures, and occasionally has prescribed fires. Of these, the greatest concern is with wildland interface fire, which occurs where wildland and developed areas intermingle in both vegetation and structures combining to provide fuel. WUI areas exist throughout the entirety of the county with 27% of the population resident in 11 high risk WUI areas (See **Appendix A** for High Risk WUI Area detail).

Secondary effects of wildfire may include economic losses, contamination of reservoirs, destruction of transmission lines, critical infrastructure such as cell towers and contribute to flooding and landslides. A major fire may result in hazardous debris including destroyed or damaged structures, weakened infrastructure, damaged trees as well as ash containing lead, asbestos or household hazardous waste.

ASSUMPTIONS

- Wildland Fire tends to be seasonal. Wildland fires generally happen from March through October. However, depending on the weather and drought conditions wildland fires can occur in other months as well.
- Douglas County forested areas and other Wildland Urban Interface (WUI) areas are often overgrown and in need of mitigation.
- Wildfires will threaten lives, property, and natural resources and will move beyond the WUI.
- Wildland fire may impact a large geographic area and may not be limited to just Douglas County or a portion of Douglas County.
- The impacts of a wildland fire incident may be severe enough that the County may declare a State of Emergency or make a Disaster Declaration.

- Fast moving wildfires will require an immediate surge of firefighting resources during initial attack; these resources will initially come from mutual aid partners. Air resources may be required as well. If the fire continues to grow the County will work with the Colorado Division of Fire Prevention and Control (DFPC) and may delegate authority for the fire to DFPC.
- Douglas County maintains contracts for wildfire helicopter resources. These air resources may be called upon before or at the same time as resources that may be ordered through the Pueblo Interagency Dispatch Center.
- Law enforcement may be significantly challenged to coordinate and conduct notification, evacuation, and traffic management missions.
- The Douglas County Emergency Operations Center (EOC) may not be activated when a wildland fire initially impacts the county
- Douglas County may utilize mutual aid agreements as a part of its response to a wildland fire incident. However, mutual aid partners may also be responding to the same incident within their jurisdiction.
- Communication is often hampered by the terrain in WUI areas increasing the firefighting risk in these areas.
- When activated, the EOC will facilitate on-going planning and communications efforts with the private sector utility partners to provide for enhanced coordination and collaboration during a wildland fire event.
- Douglas county may request resources from the State as the wildland fire incident evolves.
- Wildfires often lead to evacuations which may occur immediately, this may present challenges to notify and move large numbers of citizens from the impacted area.
- Hundreds of residents may need to be alerted and evacuated with little or no notice.
- Hundreds of residents may require shelter because of evacuation or damage to homes.
- Residents have little or no experience with wildfire evacuations. This could significantly delay or disrupt evacuation operations.
- Electrical service and voice/data/radio communications may be impacted due to downed lines or damage to transmitters/antennas.

- Smoke will present visibility issues for residents and responders as well as indirect public health risks.
- A major wildfire event could generate tons of debris including construction and demolition, damaged trees, and hazardous waste.
- Most citizens will be made aware of the threat of a wildland fire through a variety of means, including (but not limited to) the NWS, The Weather Channel and other outlets for weather news, local TV news broadcasts, local newspapers, social media, Emergency Alert System broadcasts, and Wireless Emergency Alerts.
- The demand for emergency public information will be immediate and sustained. Social and traditional media coverage will be extensive.
- Wildfires often cross over jurisdictional boundaries. When this occurs, a Unified Command may be required and cost-share agreements amongst the involved jurisdictions may need to be developed.
- The destructive nature of wildland fire makes the total damage threshold difficult to estimate.
- Douglas County works cooperatively with the USFS and Colorado Department of Fire Prevention and Control (DFPC) and annually signs an Annual Operating Plan (AOP) with these partners delineating roles and responsibilities for wildland fire response. The AOP is a requirement for participating in the Emergency Fire Fund (EFF) and the Wildland Emergency Response Fund (WERF).
- Douglas County contributes annually to the EFF which is managed by DFPC. Through a Complexity Analysis, the DFPC will determine if the criteria are met for the County to be eligible for this funding.
- A large percentage of Douglas County falls within the Pike National Forest which is the jurisdiction of the United States Forest Service (USFS).
- Federal Agencies may support large fire suppression operations, including the National Guard, Bureau of Land Management, Interagency, and US Forest Service, and may supply personnel, equipment and supplies.

IV. AUTHORITIES

This document is an Annex to the Emergency Operations Plan (EOP) (R-016-096) as part of the Douglas County Comprehensive Emergency Management Plan or CEMP (C.R.S. 24-33.5-707(8)).

For purposes of this section, an “emergency” is defined as:

- Any emergency formally declared by Douglas County, the State of Colorado, or the Federal Government, including wildland fire, and other disaster situations, in which a person’s life is placed at risk;
- Wildland fire events and other acts of God which place a person’s life at risk.

V. CONCEPT OF OPERATIONS

The Concept of Operations summarizes the operational response activities of the County and includes the typical operating conditions for a wildfire incident. The Wildland Fire Annex establishes pre-event protective actions that may be taken by the County to prepare for, respond to and recovery from a wildland fire incident. These actions will be based on experience, the best evaluation of the current situation, and the forecast for the near future. All activities performed under this annex will conform to the Douglas County Emergency Operations Plan and all wildfire responses will use the National Incident Management System (NIMS) as the emergency response organizational management structure.

Wildfire operations begins with daily monitoring of the NWS and SkyView forecasts by OEM. On a daily basis, OEM receives a tailored forecast from Skyview weather which includes a 5-day forecast. OEM also monitors major media outlets, the Emergency Management Weather Information Network (EMWIN) and via direct. When there is an indication from any of these sources that fire weather is a possibility, OEM closely monitors the weather updates and takes actions accordingly. The County EOC may be activated at a monitoring level to develop enhanced situational awareness, expedite decision making, conduct stakeholder coordination, develop public information, and provide greater response to Fire District and County response needs.

In the first hours or days of a major wildfire event the County will:

- Respond to immediate life safety needs of warning and evacuation by making use of systems including CodeRED, Integrated Public Alert and Warning System (IPAWS) as well as door-to-door notifications if needed.

- Support fire suppression efforts, property protection, emergency medical services and law enforcement operations as needed.
- Assemble resources for a sustained response and for providing basic mass care, shelter, and information services to the community.
- Begin to transition from immediate emergency response to sustained operations.
- Support sustained operations and begin to transition into recovery.

INITIAL PROTECTIVE ACTIONS

First responders are responsible for determining initial protective actions before emergency management personnel have an opportunity to convene or EOCs are activated. Initial protective actions should be shared/communicated to OEMs/EOCs and necessary support agencies as soon as possible for situational awareness to ensure an effective, coordinated response.

Initial protective action considerations may include:

- Emergency firefighting operations will be initiated by local fire agencies to the full extent of their resource capabilities. Additional resources can be requested through Mutual Aid agreements.
- The designated Incident Commander will coordinate with other on-scene emergency responders and emergency service providers to assure efficient and effective emergency response. Unified Command will be established between Fire & Law Enforcement when necessary.
- Fire personnel at the scene shall coordinate with other emergency response personnel to assure that necessary operations are undertaken to protect life, infrastructure, the environment, and property.
- The EOC will be activated for events which require additional resources and support.
- An examination of what additional protective actions should be considered, recommended and coordinated with emergency management, and a determination made as to who else should be involved.

EOC ACTIVATION

In the event of a wildland fire event or incident, the decision to activate the EOC is made by at least one of the following individuals: the Douglas County Sheriff, Douglas County Commissioner(s), Douglas County Manager, or the Douglas County Director of the Office of Emergency Management (OEM) or his designee.

The EOC will be activated at the appropriate level to support the complexity of the wildfire incident. The level of activation will be determined by the EOC Manager.

- **Level 3 Activation:** The EOC is activated with OEM Staff only. The EOC is opened and staff begins to monitor the incident and assumes basic roles in the EOC. This level of activation is used in the early phases of an incident that has potential to grow large enough to require EOC coordination capability but does not currently require it. The EOC is in a “leaning forward” mode, ready to call in additional staff if the situation escalates.
- **Level 2 Activation:** The incident has grown and requires EOC coordination and support, however not all Emergency Support Functions (ESFs) are required to manage the incident. The EOC Manager will determine which ESFs will be activated depending on the incident.
- **Level 1 Activation:** The incident has grown to a level of complexity requiring support from most if not all, ESFs.

VI. OBJECTIVES

GENERAL OBJECTIVES

During and immediately following a major wildfire event, and for as long as a state of emergency exists within the County, response to the event will be a top priority for County personnel with the following objectives:

- Save lives
- Reduce immediate threats to life, public health and safety, public and private property, and the environment
- Provide necessary care, shelter, and medical services to residents and other members of the general public
- Restore the operations of facilities, whether public or privately owned, that are essential to health, safety, and welfare of the community, including critical County facilities, utilities, and transportation infrastructure
- Assess damage to infrastructure, public facilities, and the build environment

- Expedite the restoration of services, the economy, and the community at large; and begin the process of recovery
- Keep the public informed

READINESS AND MONITORING OBJECTIVES

- Develop situational awareness regarding wildfire hazards, fire conditions and weather forecasts
- Develop and provide public information regarding forecasts, recommended preparedness actions
- Prepare to conduct warning and evacuation operations
- Activate the EOC at Level 3 – Monitoring, as appropriate
- Assess and modify staffing levels/schedules

RESPONSE OBJECTIVES

In addition to those tasks and objectives outlined in the EOP, the following specific operational objectives should be incorporated into initial response operations and planning:

- Direct and assist immediate life-saving warning and evacuation operations
- Deploy law enforcement resources to support response activities and maintain law and order
- Identify at-risk populations, notify them, and begin evacuation if warranted
- Activate the EOC at Level 2 or Level 1 as needed
- Develop real-time situational awareness to guide public information efforts. Consider deploying an EOC liaison to the Incident Command Post (ICP)
- Establish contact with other affected County and Municipal EOC's
- Conduct emergency evacuation and traffic management operations as needed
- Identify potential sites for evacuation points to accommodate displaced populations while emergency shelters are being opened

- Begin public information messaging regarding recommended personal protective actions, evacuation centers, and community assistance needed. Assess the need to activate the Joint Information Center (JIC).
- Develop a consolidated situation assessment and declare a state of emergency as necessary.
- Coordinate the receipt and deployment of incoming resources to prioritize missions
- Designate staging areas and begin planning to accommodate support personnel
- Assess the situation at critical facilities and the condition of emergency communications systems
- Coordinate with Tri-County Health Department to identify and address the threat posed by degraded air quality
- Complete an initial damage assessment of the affected area, identifying major impacts and operational status of critical services. Begin to develop Situation Reports (SitReps) using Essential Elements of Information (EIs) (see **Attachment 2** for a list of EIs)
- Assess critical resource shortfalls and begin requesting support through mutual aid. Consider resources needed for the next 14 days.
- Establish perimeter control around unsafe areas
- Assemble damage assessment information
- Assess conditions at designated emergency shelter sites and begin to supply with cots and blankets, water, food, medical support, sanitation and facility security and open emergency shelters as needed
- Identify people with special support requirements and transfer to appropriate care facilities
- Designate primary traffic routes and implement debris clearance, route recovery, and traffic control
- Initiate social and traditional media briefings to inform residents on County operations, steps they can take, services available to them, ongoing rumor control efforts, and ways in which the community can help
- Establish plans for how to provide care for people with special needs/support requirements that cannot be met in congregate care shelters
- Review and enhance security plans to maintain public order

- Review incident status reports to prioritize incident commands that can begin suspending emergency response operations and transition to sustained response and recovery operations

SHORT-TERM RECOVERY OBJECTIVES

Develop public information to address how to safely clean-up fire damage, deal with insurance companies, dispose of debris, and access potential sources of assistance

- Coordinate with non-profit partners to facilitate the recruitment, training, and deployment of volunteers and donations as needed
- Work with the American Red Cross (ARC) and other organizations to provide information to support their Disaster Welfare Inquiry Program
- Develop a program to integrate the safety of volunteers and volunteer organizations in recovery operations
- Activate the debris management plan and begin to gather and transport debris from critical sites or routes
- Coordinate with the business community regarding business resumption activities
- Produce, regularly update, and distribute a multi-lingual, multi-format, disaster “Fact Sheet” to the media, people in shelters, field response personnel, residents and businesses
- Implement a process to allow limited entry (where safe) for recovery of personal items
- Coordinate with the Behavioral Health Providers to provide prioritized community behavioral health services (ex. those whose homes have been damaged/lost, shelter residents, children, and individuals who have suffered significant loss)
- Anticipate and support initial damage assessment visits by state and federal officials wanting to confirm the immediate and long-term unmet recovery needs of the County.
- Conduct long-term recovery planning to address issues of interim housing, debris management, expedited permitting, environmental safety monitoring, soil stabilization, erosion control, coordination with non-governmental and non-profit organizations, and participation in state/federal disaster assistance programs

VII. ORGANIZATION, ROLES & RESPONSIBILITIES

ORGANIZATION

Wildland fire incident response may fall to a wide variety of fire departments, law enforcement agencies, public works departments, private sector utilities, State and Federal agencies.

Colorado law identifies the County Sheriff as the fire warden for the county and the individual ultimately responsible for controlling and extinguishing wildfires occurring in the unincorporated area of the county and wildfires occurring within a Fire Protection District that exceed the capabilities of the Fire Protection District.

The Chief of the Fire Department in each Fire Protection District is responsible for the management of wildfire in the district that is within the capabilities of the Fire Protection District to control or extinguish.

Douglas County maintains an Emergency Operations Center (EOC) that provides information, coordination and resource ordering and tracking in support of Incident Command during a wildfire incident. The EOC is organized by Emergency Support Functions (ESFs).

The Colorado Division of Fire Prevention and Control (DFPC) is the lead State agency in coordinating wildfire suppression activities. The role of DFPC is to support and assist the Sheriff and Fire Protection Districts with their responsibilities.

Once a wildfire burns beyond the initial and extended attack capabilities of local forces, the local responsible agency often requests management assistance in the form of a local Incident Management Team or a National Type II or Type I Incident Management Team.

As with all incidents, the National Incident Management System (NIMS) will be used to organize wildland fire incidents. Depending upon the severity and geographical range of the wildland fire incident the EOC may or may not be activated.

ROLES & RESPONSIBILITIES

The following describes the overarching roles and responsibilities of county, municipal, state, federal, non-governmental and volunteer organizations.

Local Jurisdictions

- Activate municipal EOC's as needed
- Develop and maintain communication with the County EOC
- Support emergency public information

Douglas County Office of Emergency Management (OEM)/Emergency Operation Center (EOC)

- Responsible for the development, maintenance, and testing of the Douglas County Wildfire Fire Annex.
- Coordinate disaster planning and operations with the community's emergency response organizations, public utilities, welfare agencies, adjacent jurisdiction emergency management, the Colorado Division of Fire Prevention and Control (DFPC) and the Colorado Division of Homeland Security and Emergency Management (DHSEM).
- Activate the EOC upon perceived need such as:
 - The need for support for ICP/Field Response becomes apparent.
 - The need for ordering of multiple resources becomes apparent.
 - Internal and external communication (including Public Information) coordination becomes critical.
 - The number of agencies or the scale of the event needs overhead support for multiple requirements.
 - Coordination is needed between local, State or Federal Response.
- Activate the necessary staff to support field operations.
- Coordinate and communicate with local municipalities, partners, supporting agencies and the State EOC/DHSEM.
- Coordinate evacuation efforts with local jurisdictions/municipalities that may be affected by the evacuation.
- Direct and coordinate resources in support of evacuation efforts.

- Approve and coordinate release of warnings, instructions, and other emergency public information related to the evacuation effort.
- Contact American Red Cross (ARC) for potential and confirmed evacuation and shelter needs of displaced populations.
- Report situation and damage assessments to Colorado DHSEM.
- Activate the Reentry Plan
- Maintain expenditure records to facilitate reimbursement.
- Coordinate and maintain files of all initial assessment reports.
- Coordinate the development of after-action reports.
- Request mutual aid assistance from other OEMs.
- Provide mutual aid to municipal OEMs through the EOC Operations Section.

Fire Agencies/Districts

- Prioritize and conduct firefighting and emergency medical operations
- Establish field Incident/Unified Command as needed
- Assist Incident Command in determining the evacuation area
- Advise and coordinate public warning and evacuation functions
- Lead Fire Mutual Aid coordination including hand crews, aviation and incident support
- Provide incident planning and management support as needed
- Coordinate with emergency management, public works and utilities
- Inspect for potential damage to hazardous materials facilities

- Assist with evacuation efforts and medical response.
- Coordinate rescue operations.
- Provide fire protection, suppression and hazardous materials response in affected areas.
- Provide search and rescue in affected areas at the direction of law enforcement.
- Assist Incident Command in determining if the evacuation area is safe for reentry.

Douglas County Sheriff's Office

- Prioritize and conduct law enforcement, public warning, evacuation, and security operations
- Develop and maintain perimeter and access control
- Establish field Incident/Unified Command as needed
- Coordinate traffic safety and road closures
- During an evacuation effort, the designated County Evacuation lead is the Sheriff's Office.
- Procurement and allocation of resources will be accomplished by the Sheriff's Office and Public works in conjunction with EOC Logistics if the EOC is activated.
- Provide Public Information Officers/Joint Information Center (JIC) personnel to ICP and EOC
 - Provide evacuation notification and advisory to unsafe areas
 - Ensure that the public is informed about the identification required for reentry
 - Ensure that the public is notified once reentry begins
- Coordinate evacuation of people to safe areas with other agencies.
- Monitor road conditions and report traffic flows and counts.

- Search evacuated areas to ensure that all people have received warnings.
- Provide initial field situation reports, size-ups, aerial surveys and updates from field units.
- Coordinate transportation resources to assist in the evacuation of individuals with disabilities and other with access and functional needs.
- Provide traffic control measures for evacuation efforts.
- Provide law enforcement, crowd control and security measures at transportation points, evacuation points and mass care facilities.
- Enforce curfews within unincorporated areas, if required.
- Provide security and access control to evacuated areas.
- Establish traffic control and other measures to permit Reentry into the impacted areas/communities.
- Request mutual aid assistance from other law enforcement agencies.
- Provide mutual aid to municipal law enforcement through the EOC Operations Section.

Colorado Department of Fire Prevention and Control (DFPC)

- Manage and coordinate State Fire suppression support to local agencies when a wildfire is beyond local control.
- Conduct Fire Complexity Analysis to determine if the fire qualifies for the Emergency Fire Fund (EFF) and/or the Fire Management Assistance Grant (FMAG).

Douglas County Regional Communications Center/MetCom Communications Center

- Issue initial CodeRED, EAS, WEA alerts/notifications for pre-evacuations and evacuations based on requests from Incident Command.

- Dispatch additional resources from Computer Aided Dispatch (CAD) based on requests of Incident Command.
- Communicate with other Communications Centers as needed.
- Responding to initial public request for evacuation information and assistance.
- Dispatching of emergency transportation services for evacuees requesting assistance.
- Responsible for collecting, documenting, ordering and tracking resources as requested by the IC until those tasks are transferred to the EOC.

Douglas County Government

- Provide overall policy direction and control through the Director of the Office of Emergency Management (OEM).
- Issue State of Emergency or Disaster Declarations as recommended by the Director of OEM.
- Request assistance from and through the state when necessary or desirable to protect the public health, safety, or welfare.
- Establish mutual aid agreements, memoranda of understanding, contracts and other relationships, if indicated, to maintain departmental emergency activities.
- Provide provisions for the support of local municipalities, unincorporated portions of the county, public shelters (general population and medical), critical facilities, county staging areas.
- Develop procedures to assist in the logistical management of alert, warning, and evacuation of citizens.
- Support public information efforts as needed
- Lead community engagement
- Consider short and long-term recovery staff recommendations

Douglas County Public Works Operations

- At the direction of law enforcement, open and close county roads.
- Conduct post-fire damage surveys/evaluations and report results to the EOC
- Conduct infrastructure protection and emergency repair
- Support evacuation operations including individuals requiring assistance
- Support emergency egress and ingress by directing debris removal in unincorporated areas.
- Lead Public Works Mutual Aid coordination
- When requested, provide heavy equipment and personnel, as appropriate, to assist in fire control operations

Douglas County Public Works Engineering

- Provide signage as necessary
- Conduct post-fire damage surveys/evaluations and report results to the EOC
- Conduct infrastructure protection and emergency repair
- Provide engineering services and construction management

Douglas County Search and Rescue

- Provide search and rescue in affected areas at the direction of law enforcement.

Animal Control

- Direct emergency animal control operations during a disaster in unincorporated areas.

- Develop and implement a system to identify and track animals rescued during a disaster.
- Coordinate the transportation of animals to animal care/emergency animal shelters as requested.
- Clear any dangerous at-large animals from impacted area prior to re-entry of citizens.

Douglas County Animal Response Team (DCART)

- Coordinate care and emergency shelter provisions for evacuated household pets and service animals.
- Develop and implement a system to identify and track animals sheltered during a disaster.

Tri-County Health Department

- Provide environmental impact and health assessments of the affected area and provide guidance on the following:
 - Air Quality
 - Asbestos
 - Household Hazardous Waste
 - Water Quality Standards
 - Potable Drinking Water
 - Safe Clean-up
 - PPE
 - Tetanus and First Aid Guidance
 - Food Safety Guidance
 - Infectious Diseases

- Provide support to Emergency Shelter Facilities
 - Facility Inspections
 - Medical Staffing
 - Behavioral Health
 - Other ESF 8 – Public Health Functions as outline in the Emergency Operations Plan (EOP)

Colorado State Patrol (CSP)

- Monitor traffic conditions on state and federal highways and report information to the County EOC.

Colorado Department of Transportation

- At the direction of law enforcement, open and close state roads and highways.
- Provide signage as needed.
- Support emergency egress and ingress by directing debris removal from state roads and highways.

VII. COMMAND AND CONTROL

Basic command and control of a wildland fire incident in the county will follow the provisions outlined in the Douglas County Emergency Operations Plan (EOP). All jurisdictions within the county will operate according to National Incident Management System (NIMS) and respond utilizing the Incident Management System (ICS).

Response to an emergency or disaster is managed at the lowest level possible. Accordingly, local governments have the primary responsibility for wildland fire response activities and should develop individual plans or annexes in coordination with their respective EOPs. NIMS and ICS dictate that response to any incident is initiated by local resources. If the event escalates beyond the capability of the local jurisdiction or expands to affect multiple jurisdictions then County, State, and

possibly Federal resources will be requested through mutual aid systems, EMAC or the National Response Framework (NRF).

COMMAND

Any large-scale response to an incident will be coordinated through Incident/Unified Command, local law enforcement and fire agencies and the EOC. It is critical that local jurisdictional EOCs coordinate in large-scale incident with the county EOC in order to avoid potential conflicts, support appropriate allocation of resources and allow the county EOC to provide support if necessary.

In the event state assistance is required, the EOC Director/Manager or his/her designee will interface directly with the representatives of the Colorado Division of Homeland Security and Emergency Management (DHSEM). If the State determines that the span-of-control needs to be broadened, they will contact FEMA to ensure coordination between federal and state agency representatives and to anticipate any needs or conflicts in the response or recovery phases as they progress through the event.

CONTROL

When an emergency or disaster has occurred or is imminent, the Board of County Commissioners may issue a Declaration of Emergency activating the response, recovery and mitigation aspects of the Douglas County Comprehensive Emergency Management Plan (CEMP). The Office of Emergency Management (OEM) is responsible for the provision of assistance, as well as routine management and operation of the Emergency Operation Center (EOC). Douglas County OEM, the EOC Director/Manager, in conjunction with OEM Logistics, will be responsible for coordination, acquisition, distribution, and management of resources and supplies in coordination with Incident Command.

All resource requests requiring a cost expenditure beyond the available inventory will be coordinated with and approved by the EOC Manager, the Operations Section Chief and the Finance Section Chief. Requests involving mutual aid and or the support of state or federal assistance will be authorized by the EOC Manager.

INCIDENT MANAGEMENT TEAMS

An all-hazard Incident Management Team (IMT) consists of personnel from appropriate disciplines (fire, rescue, emergency medical, hazardous materials, law enforcement and public health) who are trained to perform the functions of the

Command and General Staff in the Incident Command System. These functions include Command, Operations, Planning, Logistics, and Administration/Finance, as well as Safety, Public Information, and Liaison. Members of the initial responding departments often fill these functions; however, the size, complexity, or duration of an incident may indicate the need for an IMT to support them.

There are several types of IMTs. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining the “Type”, or level, of an IMT. For the purposes of this Annex, Douglas County may work with the following Types of IMTs:

- **Type 4: Municipal, County or Fire District Level** – a designated team of fire, EMS, law enforcement and trained civilians from a larger and generally more populated area, typically within a single jurisdiction (municipal or county), activated when necessary to manage a major or complex incident during the first 6-12 hours and possibly transition to a Type 3 IMT.
- **Type 3: Regional Area or State Level** – a standing team of trained personnel from different departments, organizations, agencies, and jurisdictions within Colorado, activated to support incident management at incidents that extend beyond one operational period. Type 3 IMTs will respond throughout the state or large portions of the state, depending upon state-specific laws, policies, and regulations;
- **Type 2: National and State Level** – a federally or state-certified team; has less training, staffing and experience than Type 1 IMTs, and is typically used on smaller scale national or state incidents. There are 35 Type 2 IMTs currently in existence; they operate through interagency cooperation of federal, state and local emergency management agencies.
- **Type 1: National and State Level** – a federally or state-certified team; is the most robust IMT with the most training and experience. Sixteen Type 1 IMTs are now in existence, and operate through interagency cooperation of federal, state and local emergency management agencies.

In Colorado, Type 3 IMTs are formed through local cadres, designated teams or through the Colorado State Emergency Resources Mobilization Program, IMT Subcommittee. Type 3 IMTs do not replace local emergency managers and Incident Commanders, but they assist under a Delegation of Authority Agreement. The purpose of the Delegation of Authority is for the IMT to manage the incident from objectives provided by the Authority Having Jurisdiction (AHJ). Control and management of the incident will be in accordance with prescribed instructions and limitations the AHJ establishes.

All IMTs working in Douglas County under a Delegation of Authority must funnel all resource requests through Incident Command, Douglas Regional Dispatch or the Douglas EOC on-all hazard events where Douglas County is the AHJ. On wildfire events where Douglas County is the delegated authority, rules for resource mobilization and reimbursement apply as outlined in this annex.

COMPLEXITY ANALYSIS

Complexity of incidents can vary. This may be due to the scope of the incident and/or the number of responding resources. Teams responding to an incident must analyze complexity to ensure safety of residents, visitors, and responding personnel. This analysis can also help justify the number of resources needed for response.

Past history has indicated that incidents in Colorado infrequently reach a level sufficient for a Stafford Act (Presidential) declaration; therefore, it is assumed that the Douglas County IMT, another Type 4 IMT, or local/State Type 3 IMTs will manage the majority of large incidents. It is possible that these IMTs will manage an incident so complex that it goes beyond the scope of their training and capability. The analysis is intended to help teams recognize levels of complexity in order to react proactively and avoid serious consequences. The intent is to justify additional resources to be ordered by the team. It will also assist the EOC in justification of a disaster declaration and the request for state-level support. A copy of the DHSEM All-Hazard Complexity Analysis form can be found in **Appendix D: All-Hazard Complexity Analysis Form**.

UNIFIED COORDINATION SYSTEM

The function of unified coordination has shown to be most effective when it takes place in a preplanned and organized Unified Coordination System (UCS). While ad-hoc arrangements among agencies and jurisdictions can be made to work, it is more effective to establish UCS procedures in advance.

A Unified Coordination System is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordination of assisting agency resources and for providing support to emergency operations. Unified Coordination Systems are comprised of EOCs and coordination entities or groups.

Unified Coordination System Functions:

- Evaluate new incidents and prioritize (life threatening situation, real property threatened, high damage potential, incident complexity)
- Ensure resource situation status is current, ensure a common operating picture
- Determine specific agency resource requirements and resource availability
- Allocate scarce resources to incidents based on priorities
- Anticipate future agency/regional resource needs
- Communicate “decisions” back to agencies/incidents
- Review policies/agreements for resource allocations
- Review need for other agencies or jurisdictions involvement in the coordination system

Initially the Incident Command/Unified Command may be able to provide all needed coordination at the scene. However, as the incident grows in size and complexity, off-site support and coordination may be required.

Resource ordering in Colorado follows along a continuum of processes. Initial resources are ordered through established dispatch centers throughout communities across the state. As the resources available to these dispatch centers are used up, centers will call mutual aid centers for additional resources. When the resource requirement goes beyond what is available through dispatch centers and mutual aid the need for expanded resource management arises. As an incident grows and staff is added, resource ordering may transition from dispatch to a Logistics Section or incident management staff position as necessary. This can be done at the ICP or at the EOC depending upon local agreement and process.

When it is determined that all local resources have been or will be exhausted, and the County Emergency Manager may be unable to fill resource requests through local systems, the Policy Group/MACs is notified and begins prioritizing needs based on local policy and incident complexity. This is often accomplished within the local EOC but can be at another location as well. It is important for all entities within the County to work together to determine needs, gaps and priorities. At this point, and if it has not occurred already, the State OEM Field Manager and State Fire Management Officer (for wildland fires) should be notified and may respond to offer technical assistance.

Roles/Responsibilities:

- Local governments will utilize available resources within their jurisdiction
- Local minimum response capability needs to be maintained for other incidents that might arise
- Implementation of the processes in the Resource Annex can be used for to back-fill positions assigned to the

incident or to maintain system status for day-to-day incidents and emergencies

Colorado is divided into nine all-hazard emergency management regions. Each region has an assigned Field Manager through the Colorado Division of Homeland Security and Emergency Management (DHSEM). The Field Manager is responsible for coordinating efforts within their region to support local Incident Command in cooperation with the local Emergency Operations Centers, Emergency Managers, and the State Emergency Operation Center (SEOC), by assisting with the identification and deployment of resources. This involves bringing the decision makes from the affected and assisting jurisdictions together with available partners and state agencies to discuss regional coordination issues and facilitate resource prioritization. The primary contact to facilitate this coordination will be the Field Managers and the local emergency managers. Additionally, state agencies will be included as necessary to provide the appropriate coordination and resource allocation. It will be up to the local emergency managers to invite other members of the community to the coordination meetings/calls as necessary to make decisions and prioritize resources.

If the event exceeds the resources available at the local level, the emergency manager should coordinate requests for additional out-of-area resources with the Regional Field Manager and the SEOC. The Field Manager, through the SEOC, may request additional local or state agency personnel for coordination in response to requests from local EOCs (i.e. Colorado Department of Transportation local and regional operations personnel or Colorado State Patrol Captains). All resource tasking will be performed in coordination with local EOCs using the SEOC's Resource Management System.

The Field Manager will coordinate with the local emergency managers to determine which agencies and entities should be involved in the coordination of meetings/calls for the incident(s). This may include:

- State agencies
- Non-profit/non-governmental agencies
- Volunteer groups and partners
- Private sector partners
- Primary first response disciplines
- Other regional disciplines or entities

Upon activation, the SEOC also operates as a state-level Unified Coordination Center called a Multi-Agency Coordination Center (MACC). This is accomplished in many ways. Primarily, the SEOC involves entities from across the state, including state agencies, non-profits, non-governmental organizations, and the private sector. Each of these entities works within

the 15 Emergency Support Functions (ESFs) outline in the SEOC policies and procedures. During any given incident, multi-agency coordination occurs within the SEOC to ensure adequate support to local jurisdictions.

IX. INFORMATION COLLECTION AND DISSEMINATION

During a wildland fire response effort, the Douglas County EOC will utilize information provided by the Incident/Unified Command, and local jurisdictional EOCs to support a response within the county.

Situational Awareness is crucial to an effective and successful evacuation. The County EOC will coordinate with first responders, local jurisdictional EOCs, and other supporting agencies to gather incident related information. Information including but not limited to the type of incident, where it occurred, when it occurred, estimates of injuries, fatalities, and damage estimates are all factors that are relevant to a wildland fire incident. Situational awareness also includes identifying if there are any facilities (schools, hospitals, etc.) in the affected/hazard area, jurisdictions that need to be evacuated, estimates on number of evacuees, and potential transportation and sheltering solutions. The County EOC can support local jurisdictions in obtaining incident information, issuing Situation Reports (SitReps) and provide recommendations regarding a wildland fire response and/or evacuation of the local jurisdiction. The County EOC is responsible for supporting the direction of response and/or in the unincorporated area.

IX. RESOURCE MOBILIZATION MANAGEMENT

KEY PROVISIONS OF RESOURCE MOBILIZATION

- Local, county, regional, state and national resource mobilization plans/annexes should work together building stronger capability for response as the incident grows in size and complexity.
- Resource mobilization starts locally and progresses to the state and national level.
- Active support and participation enhance local government self-sufficiency and improves statewide disaster preparedness when local resource mobilization plans are in place.
- Participating agencies should update contact and resource information on a regular basis and keep status current.
- Local jurisdictions should be prepared to implement processes in local resource mobilization plans first.
- A full understanding of the Resource Mobilization and Management Annex entails reading and comprehension of the principals, functions, and infrastructure of a broad-based plan for effective, all hazard emergency planning, and

response and recovery capability.

- Jurisdictions within Douglas County should utilize the Douglas County Intergovernmental Agreement for Emergency Management and the Statewide Intergovernmental Agreement for Emergency Management
- All jurisdictions should conduct routine review and continuous refinement of existing plans and programs.

Requesting and Assisting Agency Assignment of Responsibilities

During a wildfire incident the natural progression of resource mobilization begins with the local PSAP/Dispatch Center(s) sending first responders to the incident. As the incident grows in complexity the need to access additional resources may be experienced and local mutual aid agencies will be requested from participating partners. The resource acquisition process remains with the local PSAP/Dispatch Center(s) and CAD systems unless local mutual aid is nearly or totally exhausted. As mutual aid resources and support are exhausted the need to access additional resources becomes critical to meet the operational needs of an incident. If resources cannot be accessed by local dispatch or the Pueblo Interagency Dispatch Center, the Douglas EOC will assist the incident in resource management by finding and acquiring necessary resources. Every resource order will involve a Requesting Agency and an Assisting Agency.

- Requesting Agency: Defined as the agency having jurisdiction. The request can be processed through any locally preferred ordering point, which is typically the ICP, dispatch center or the local EOC.
- Assisting Agency: Defined as the agency providing requested resources.

REQUESTING AGENCY RESPONSIBILITIES

- Develop and implement Local Resource Mobilization Plans, including mutual /auto aid, local Intergovernmental Agreements for Emergency Management, vendors, contractors, local dispatch, national interagency dispatch, and local businesses.
- Utilize the Douglas County Resource Mobilization and Management Annex when needed.
- Utilize the State of Colorado All Hazards Emergency Resource Mobilization Annex (Resource Mobilization Annex) when needed.
- Request assistance through Douglas County OEM or EOC via a 213RR Form.
- Place Resource orders for specific kinds and types of resources. Resource typing definitions may be found online at <http://www.fema.gov/resource-management>

- Manage the incident using the National Incident Management System (NIMS) guidelines.
- Receive deployed personnel and equipment; make work assignments as needed.
- Track received resources for safety and financial accountability.
- Coordinate with the State EOC to request federal/state reimbursement as appropriate.

ASSISTING AGENCY RESPONSIBILITIES

- Maintain a local resource mobilization plan and inventory personnel and resources.
- Maintain workers' compensation and liability insurance coverage for those selected for deployment to another jurisdiction.
- Brief the resource(s) about what to expect including all potential contingencies and a "worst case" scenario.
- Assure that a safety plan is created and briefed with all resources.
- Have the documentation needed for reimbursement for resources contributed to the incident management effort.
- Complete the 214RR Form with appropriate sign-offs and track the status of the request.
- Deploy and assist.
- Demobilize and return.

IMPLEMENTATION

One or more of the following resource mobilization avenues shall be exercised simultaneously to acquire as many requested resources as possible, in the shortest amount of time:

- Local mutual aid agreements.
- ESF resource networks.
- WebEOC using resource priority mapping for local, regional and statewide resources.
- Utilization of private vendors by the local and State EOCs.
- State Field Managers to acquire state personnel to add capacity to resource ordering for the local EOC.
- Emergency Managers that have functioning local resource mobilization systems.
- State agency owned resources, mobilized through the State EOC.
- Out-of-state resource mobilization by use of the governor-to-governor Emergency Management Assistance Compact (EMAC).
- Interagency Dispatch Center resources in IROC that can meet the time requirement of the resource order.

- Interagency Cache resources ordered via the Pueblo Interagency Dispatch Center.

RESOURCE MOBILIZATION AND MANAGEMENT FOR DOUGLAS COUNTY

Resource ordering for a wildfire incident begins at the ICP who orders initial resources through their local dispatch center. As the resources available to these dispatch centers are used up, they will call mutual aid centers for additional resources. When requested resources rise beyond what is available through the local dispatch centers and mutual aid the need for expanded resource management arises. As the incident grows and staff is added, resource ordering may transition from dispatch to the EOC Logistics. This is accomplished through a Delegation of Resource Ordering from the dispatch center to the EOC.

When it is determined that all local resources have been or will be exhausted, and the County EOC Logistics Section may be unable to fill resource requests through local systems, the Policy Group is notified and may begin prioritizing needs based on local policy and incident complexity. It is important for all entities within the county to work together to determine needs, gaps and priorities. At this point, if it has not occurred already, the State OEM Field Manager and State Fire Management Officer (for wildland fires) should be notified and may respond to offer technical assistance.

ROLES/RESPONSIBILITIES

- Local governments will utilize available resources within their jurisdiction.
- Local minimum response capability needs to be maintained for other incidents that might arise.
- Implementation of the processes in the Resource Mobilization Annex can be used for back-fill positions assigned to the incident or to maintain system status for day-to-day incidents and emergencies.

LOCAL PROCESS BY INCIDENT TYPE

- Type 5 Incident – Local agency responds and manages the incident with agency resources.
- Type 4 Incident – Local agency responds, and management of the incident exhausts all agency resources requiring the use of mutual aid and automatic mutual aid resources. The local Public Safety Access Point (PSAP)/Dispatch Center exhausts local resources and initiates notification of the EOC staff to prepare for resource mobilization responsibilities. Once the EOC is established a responsibility of resource ordering delegation is completed transferring resource ordering. The incident commander(s) shall be notified of the delegation to the EOC.

- Type 3 Incident – PSAPs continue to manage CAD designated resources and the EOC mobilizes regional or state-wide resource mobilization using established EOC procedures. A request to involve the State EOC and the State Mobilization Plan occurs. Federal Interagency Dispatch is also involved if the incident is an EFF fire.
- Type 2 and Type 1 Incident – Douglas EOC continues resource mobilization in conjunction with the State EOC and Federal Interagency Dispatching System. The State Mobilization Plan is in full effect. Emergency Management Compact (EMAC) is managed through State Emergency Management. If a wildfire incident is occurring all extended attack resource ordering transfers to the Federal Interagency System.

LOCAL DELEGATION TO THE SHERIFF’S OFFICE

Where a wildfire incident does not exceed the capabilities of a local fire protection district (FPD) to extinguish or control the wildfire, the FPD may, in its discretion, request that the Sheriff’s Office (SO) assist the FPD’s Chief in extinguishing or controlling the wildfire. C.R.S. 30-10-513(1)(b), or the FPD may request that the Sheriff’s Office assume responsibility for the wildfire incident. Upon receipt of a FPD’s request for the SO to assume responsibility for the wildfire incident, a Sheriff’s Office representative/designee will complete a complexity analysis of the wildfire incident and determine whether or not the SO will accept responsibility for the wildfire incident. If agreed, the SO, or designee, and the FPD Chief, or designee, must both complete and sign a delegation of authority, including an agreement on cost sharing and/or responsibility of payments. It is possible to conduct a delegation of authority over the phone or radio between two representatives, if the circumstances prevent the two parties from meeting and signing the document. However, in such circumstances, both parties must officially sign the document as soon as possible. The SO is not obligated to accept the delegation of authority, nor is the FPD Chief obligated to delegation of his/her authority at any time.

Once the wildfire incident has exceeded the capability of the FPD, the FPD’s Chief or designee shall request that the SO assume responsibility for the wildfire incident. The SO shall assume responsibility for the wildfire incident upon receipt of the request.

Once the Sheriff’s Office as assumed responsibility for the wildfire incident, the SO shall assume financial responsibility for the wildfire incident and shall assign a local incident management team to provide the command and control infrastructure required to manage the wildfire. C.R.S 30-10-513(1)(c).

PROCEDURE FOR REPORTING WILDLAND FIRES AND REQUESTING ASSISTANCE FROM THE STATE

The local Authority Having Jurisdiction (AHJ) commonly referred to in statute as “Host Agency” may request assistance outside the Annual Operating Plan (AOP) for Douglas County but is responsible for all costs incurred. It is recommended that this practice not be used and requests for assistance follow the procedures in the AOP. The Division of Fire Prevention and Control (DFPC), within the Colorado Department of Public Safety, is responsible for wildland fire prevention and suppression operations on behalf of the State of Colorado. C.R.S. 24-33.5-1201. The following procedure for requesting state assistance for wildland fire does NOT affect AOPs, Colorado Resource Rate Form (CRRFs), or the process for ordering aircraft and hand crews.

The point of contact for counties to report wildland fires and/or request technical assistance from the state for wildland fires, such as assistance with Emergency Fire Fund (EFF) analysis or designation, is the State of Colorado Emergency Operations Line at: **303-279-8855**.

Upon receiving a request for assistance, the on-duty communications personnel of the Colorado Department of Public Safety will contact the DFPC Fire Management Officer (FMO) for this region. The FMO will provide the needed assistance and/or will dispatch the closest available resource that is capable of providing technical assistance and support to local agencies and facilitate the EFF assessment and application process.

See **Section XI: Administration and Finance**, for information regarding accessing the State Emergency Fire Fund (EFF), the Wildfire Emergency Response Fund (WERF) and FEMA Fire Management Assistance Grant (FMAG) and information on accessing all state wildfire reimbursement funds.

X. COMMUNICATIONS

Effective, interoperable, reliable, timely, and redundant communications and information management are essential to a successful evacuation effort. Communications considerations include the initial evacuation notification to the public, inter-jurisdictional and intra-agency communication, situation report updates, real-time communication updates to evacuees, and communications to individuals and others with access and functional needs.

Inter-Jurisdictional and Intra-Agency

Inter-jurisdictional and intra-agency coordination will be conducted through the ICPs, County EOC, and local jurisdictional EOCs utilizing available communication equipment and infrastructure and using established protocols.

Agency liaisons may be present in the County EOC and in impacted local jurisdictional EOCs to facilitate communication between agency operation centers. Situational awareness will be supported through data-sharing systems such as Trello, MS Teams, WebEOC, C-COP or other systems to expedite the transfer of information regarding the status of the incident.

Emergency Public Information, Notification and Communications

Effective, accessible, and informative notifications to the public is critical in convincing individuals to evacuate or to shelter-in-place.

Critical information needed for individuals to make appropriate evacuation decisions include:

- Why they need to evacuate or shelter-in-place
- How long they will need to do so
- Location of transportation and evacuation points
- Availability of shelters
- How pets will be accommodated
- How to secure their homes and businesses
- Level of security that will be provided to their homes and businesses while evacuated
- During school hours – reliable information on how parents can be reunified with their children

Public notification methods will include CodeRED, EAS, WEA, social media, and local media through television, radio and internet. It is expected that the majority of evacuation advisories will be based on a “no-notice” or “short-notice” incident. Without proper information, the public may evacuate toward a hazard, putting them in greater danger, or may evacuate unnecessarily and create additional congestion on identified evacuation routes.

Updates must be communicated to evacuees, including location of transportation, evacuation points, evacuation routes, road and area closures, traffic conditions and shelter locations. Other essential information includes security measures, ongoing weather conditions, and any changes to evacuations plans.

PIOs or the JIC is responsible for providing informational updates to the public and to the media. Depending on the duration of the evacuation, communication methods may vary from the onset of the evacuation to the conclusion of the evacuation. Therefore, it is important that the public is aware how they can access updated information for the duration of the incident.

XI. ADMINISTRATION, FINANCE AND LOGISTICS

Special districts are considered local jurisdictions. As such, they are included in the emergency planning efforts and considerations throughout the County. Mutual aid, including personnel, supplies, and equipment is provided in accordance with mutual aid agreements.

The private sector is an important part of emergency planning and support. Businesses and industry own or have access to substantial response and support resources. Community Based Organizations (CBOs) and Non-Governmental Organizations (NGOs) provide valuable resources before, during and after a disaster. The resources of CBOs and NGOs for a disaster event should be coordinated through EOC Logistics in order to assure that all resources and financial decisions and impacts can be comprehensively managed and tracked in a standardized, orderly and efficient manner.

FINANCIAL RESPONSIBILITY

The AHJ is responsible for the cost of the incident. The Douglas County Delegation of Authority will specify financial responsibility for the incident by operational period as well as any financial constraints.

FINANCE PROCESS

Expenditures are tracked from the onset of an incident in order to optimize the full potential reimbursements from any applicable funding source.

County expenditures will be routed through the Douglas County Finance Department. Receipts will be maintained for reimbursement and audit purposes. If a disaster is declared, Finance will pursue all potential sources for funding

reimbursement. Wildland fire incidents that may qualify for funding through the Wildfire Emergency Response Fund (WERF) and /or the Emergency Fire Fund (EFF) will be managed by the Colorado Division of Fire Prevention and Control (DFPC). The DFPC will assist with completing the appropriate paperwork for reimbursement purposes. It is important to recognize that both County and State damage thresholds must be met before Federal disaster assistance is available.

The Douglas Count Finance Department has created the Emergency and Disaster Finance Policy (**Appendix E: Emergency and Disaster Finance Policy**), revised October 2018, to ensure the proper and efficient process of specific governmental functions relating to procurement transactions, contracts, purchasing card limits and approval authority of the allocation of funds when required during emergency conditions, a State of Emergency and/or a Local Disaster declaration.

REIMBURSEMENT

Reimbursement provides a mechanism to recoup funds expended for incident-specific activities. Consideration should be given to reimbursement agreements prior to an incident. Processes for reimbursement play an important role in establishing and maintaining the readiness of resources.

Reimbursement Terms and Arrangements

Preparedness plans, mutual aid agreements, and assistance agreements should specify reimbursement terms and arrangements for:

- Collecting bills and documentation.
- Validating costs against the scope of the work.
- Ensuring that proper authorities are secured.
- Using proper procedures/forms and accessing any reimbursement software programs.

Reimbursement, if available, for resources used on incidents will be subject to standard processes such as the Emergency Fire Fund, the State's Disaster Emergency Fund, pre-existing agreements or other documents such as AOPs, Mutual Aid documents and the Wildland Emergency Response Fund (WERF). Any reimbursement costs will be based on current Colorado Resource Rate Form (CRRF) or FEMA's Schedule of Equipment rates wherever possible.

For incidents with a Federal Disaster Declaration - reimbursement will be that allowed under the FEMA Disaster Assistance Policy current at that time.

Agencies that **independently** order resources not covered by existing agreements are not eligible for reimbursement for those costs from state or federal funds.

METHODS FOR SEEKING REIMBURSEMENT

AUTHORIZING AGENTS FOR RESOURCE REIMBURSEMENTS

During a disaster, the organization ordering the resource is responsible for payment unless otherwise agreed upon. There is an important difference to note in the payment structures of federally declared wildfires under the Fire Management Assistance Grant (FMAG), which is a part of the Stafford Act, and the federally declared “major disasters” under the Stafford Act. See details in the FMAG section below.

STATE WILDFIRE REIMBURSEMENT

In the event resources are mobilized by the State Office of Emergency Management (State OEM) the following shall apply in the absence of pre-existing agreements and/or contracts in place. Reimbursement will only apply in situations where local and mutual aid resources have been deployed, mutual aid period has expired, and additional resources are needed and not available at the local level. In such cases, requests will be coordinated at the approved emergency management level, prioritized and forwarded to the State OEM.

Governmental, non-governmental and private industry (private sector) resources responding to a formal State OEM request (resource order) can expect reimbursement for reliable and serviceable equipment and reimbursement for qualified operators and support personnel as specified herein. Rates are based upon recognized governmental and industry standards and any future rate changes reflected in the standards will apply to Colorado’s rate structure. Reimbursement will be in accordance with Interagency Incident Business Management Handbook, Chapters 10 and 20, most recent edition. The Rocky Mountain/Great Basin and State of Colorado Supplements shall apply.

COLORADO STATE EMERGENCY FIRE FUND (EFF)

The EFF may be used to assist counties with whom the Division of Fire Prevention and Control (DFPC) has signed an *Emergency Fund Contract Agreement for Watershed Fire Control* and who have paid their latest annual assessment. The fund will be used only for approved wildfire suppression and control activities. The state fire management officer (FMO), or his/her designee, is the only person authorized to approve and implement the fund.

Douglas County is a participant in the EFF agreement with DFPC. As a participant to this agreement, the state agrees to come to the aid of Douglas County should suppression resource needs exceed the county's capabilities. Douglas County Sheriff's Office or OEM will notify the State of Colorado Operations Line, as requested by DFPC, immediately should a wildfire incident occur which has the potential to exceed county capabilities. EFF fire incidents activate the State's Resource Mobilization Plan and will likely include mobilizing resources through the statewide resource database in WebEOC and the Pueblo Interagency Dispatch Center.

When a wildfire is accepted by the state as an EFF incident, a cost share agreement may be negotiated between DFPC and affected jurisdictional agencies. The state FMO's decision will be documented in writing. When the EFF is implemented, DFPC assumes responsibility and authority for all suppression activity until the fire is returned to county responsibility. The county shall nevertheless continue to make its maximum effort to provide firefighting resources from within the county. The county will also continue event support and coordination, outside of the incident footprint through the County EOC.

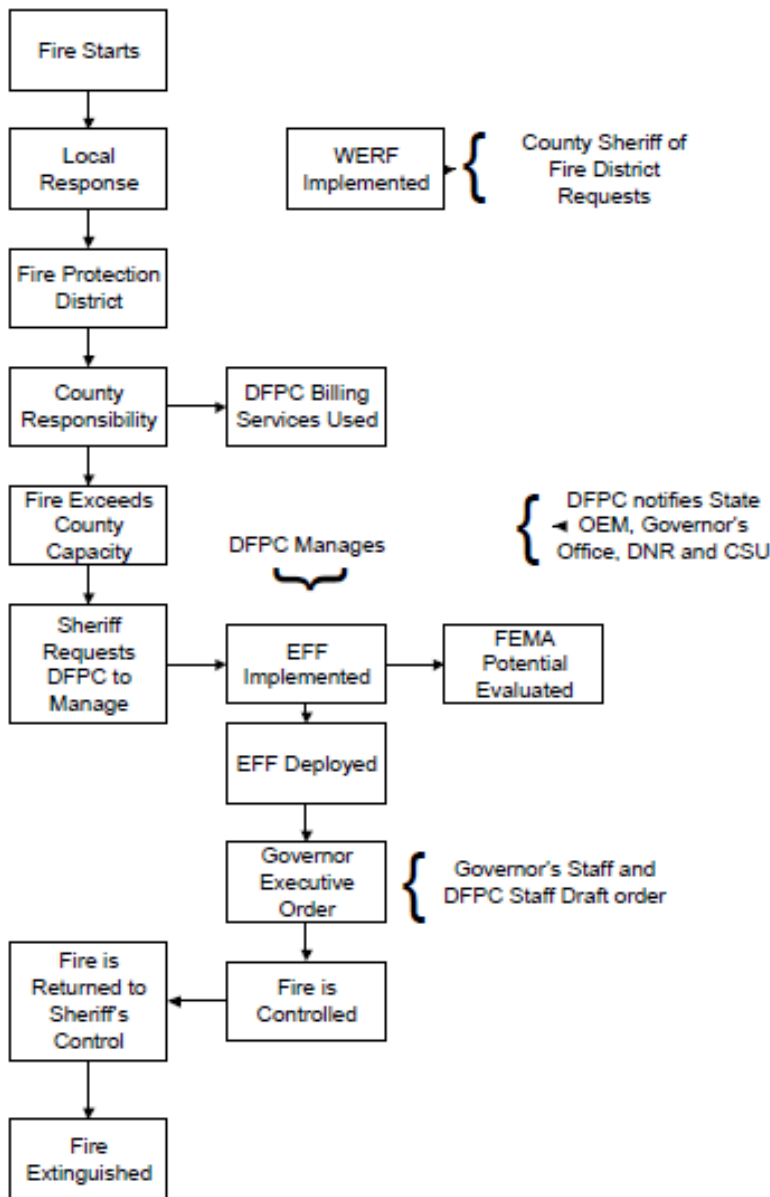
All EFF fires will have a unified command structure consisting of, at a minimum, the Douglas County Sheriff (or designated representative) and a DFPC Line Officer. If land governed by another agency is threatened or involved, that agency will provide a representative to the Unified Command. When a fire is approved for EFF implementation within Douglas County, the following minimum fire suppression forces will be maintained, as much as possible, through the duration of the incident:

- Local resources available to the county through mutual aid, automatic mutual aid or contract basis, while still providing a minimal level of response for other, new incidents within that district and without jeopardizing the ability of the assisting agencies to mount a reasonable response within their own jurisdiction.
- Law enforcement and traffic control through the sheriff's office.
- Other county-owned equipment as may be available and as mutually agreed upon between the county and the DFPC Line Officer, given the specific conditions and needs of the incident.

DFPC will transfer control of an EFF fire back to Douglas County when the fire spread is contained, the line officer's objectives have been met, and a written plan has been developed for the next operational period. The EFF fund can pay for water barring and reseeding control lines if authorized by the DFPC Line Officer and only when part of the Incident Action Plan during the EFF period. All other reclamation work must be funded by the landowner or other sources.

Figure 11 – Colorado Fire Funds

Wildfires occur as unscheduled emergency events. The role of the state is to provide technical advice and assistance to local government, assume the management of wildfires that exceed the capacity of local governments upon the request of the sheriff or when wildfires threaten to become state emergencies or disasters, and at all times, provide for the safety of firefighters and the public.



Initial response comes from local fire departments; fire protection districts; sheriff's offices; USFS, BLM, NPS, FWS, BIA.

DFPC may provide technical assistance during initial response and will provide state resources upon request.

Agreements between DFPC, federal agencies, and counties provide a path for local fire departments / districts to participate in fire response outside their local jurisdiction.

Wildland fire response is implemented through Six (6) interagency dispatch centers

Annual Operating Plans established with all responding agencies in a county facilitate coordinated response.

DFPC is the lead state agency for wildland fire management (Colorado Emergency Operations Plan ESF 4a).

DFPC manages the Wildfire Emergency Response Fund (WERF); the Emergency Fire Fund (EFF); the Wildfire Preparedness Fund; and FEMA Fire Management Assistance Compact (FMAG).

WILDFIRE EMERGENCY RESPONSE FUND (WERF)

The Wildfire Emergency Response Fund was created to assist local jurisdictions with initial attack wildland fire response on state and private lands within the state of Colorado (§24-33.5- 1226 C.R.S.). Any County Sheriff, municipal fire department, or fire protection district within Colorado may request WERF reimbursement as the official Requesting Agency. WERF will reimburse, if funds are available, the Requesting Agency the cost of eligible wildland firefighting resources.

This table shows the eligible and ineligible items for WERF Reimbursement

Figure 12 – WERF Eligibility

ELIGIBLE FOR WERF REIMBURSEMENT	
Both aerial resource use and hand crew use on the same incident.	
AERIAL RESOURCES	First hour of firefighting helicopter rotor time + pilot time OR First aerial tanker flight + drop + retardant*
	OAS-carded & USFS-carded pilots, if federal resources are involved.
HAND CREW	Up to 2 hand crew days within the first 2 operational periods of an incident, beginning from time of departure to fire.
	Type 1, Type 2 Initial Attack, or Type 2 NWCG-qualified crews.
	Hand crews should be ordered based on incident needs, crew Type and capabilities, and proximity to incident. There is a preference for the use and reimbursement of State of Colorado inmate crews.
Different crews may be used, but only for a total of 2 hand crew days.	

There are often additional costs associated with the use of aircraft and hand crews that are not reimbursable.

NOT ELIGIBLE FOR WERF REIMBURSEMENT	
AERIAL RESOURCES	Fixed wing aircraft reimbursement does not include lead plane or aerial observer aircraft.
	Additional helicopter personnel (helicopter crew).
	Ferry time/flight time to bring aerial resource to Colorado.
	Fuel truck.
HAND CREW	Chase truck.
	Travel time to bring hand crews from outside Colorado.
Hand crew logistics costs of lodging, camping, and per diem.	

Consult the County Annual Operating Plan (AOP) for the local, state, and federal dispatch procedures to order resources eligible for WERF reimbursement.

FEMA FIRE MANAGEMENT ASSISTANCE GRANT (FMAG)

Under the Stafford Act, 42 U.S.C. 5187, Fire Management Assistance is available to state, local and tribal governments, for the mitigation, management, and control of fires on publicly or privately-owned forests or grasslands, which threaten such destruction as would constitute a major disaster.

The Fire Management Assistance declaration process is initiated when the Colorado DFPC submits a request for assistance to the FEMA Regional Director at the time a "threat of major disaster" exists. The entire process is accomplished on an expedited basis and a FEMA decision is rendered in a matter of hours. The grant program provides a 75 percent Federal cost share and the jurisdiction having authority pays the remaining 25 percent for actual costs.

Eligible firefighting costs may include expenses for field camps; equipment use, repair and replacement; tools, materials and supplies; and mobilization and demobilization activities.

Although the FMAG program is under the Stafford Act, the program works differently than an all-hazards "major disaster" declaration in the payment of volunteer fire fighters. Under an FMAG, a volunteer firefighter working in his/her own jurisdiction may become a contractor of the federal government, if requested. In this case, the fire fighter would be eligible to request compensation for deployment on the incident. Under a Stafford Act "major disaster" declaration, unpaid workers (volunteers) are not eligible to be paid or reimbursed regardless of the hours worked on the incident because they are not compensated on a daily basis for the same duty. On a "major disaster" declaration, a jurisdiction will only be reimbursed with a 75% cost share for expenses they would normal incur regardless of the declaration.

Under an FMAG, the federal government commonly utilizes a federal IMT to manage the incident. The federal team's Incident Commander is most often given the authority to order resources as needed to suppress the fire. Wildfire cooperators that are requested to stay or deploy to the incident become contractors of the federal government and can receive payment for their services. The FMAG is still a cost share agreement, often with the federal government taking up to 75%, but it also allows for payment directly to resource vendors and cooperators. This reduces the strain on local governments who may incur high payments initially and then wait for reimbursement.

Under a Stafford Act Major Disaster declaration, the local government (AHJ) is responsible for all initial payments and may then submit reimbursement requests for the cost shared amount for *eligible* expenses only. The cost share is often structured so that the federal government reimburses 75% of eligible expenses, leaving local governments with 25% of eligible expenses plus 100% of ineligible expenses. It is possible, at the governor's discretion, for the state to share in the costs as well.

COMPENSATION CLAIMS

All incident compensation claims will be filed and governed by processes established in the latest version of the Interagency Incident Business Management Handbook, Chapter 70 (home agency responsible for own liability and workers' comp coverage; death and disability coverage).

SITUATIONS IN WHICH REIMBURSEMENT MAY NOT OCCUR

If any of the following situations and circumstances exists, reimbursement may not occur:

1. Resource was not formally ordered by the Douglas EOC on behalf of a local incident.
2. Resource was available to the Authority Having Jurisdiction (AHJ) by signed mutual aid agreement.
3. The sending agency/organization specifically requests not to be reimbursed for personnel or equipment.
4. Sending agency/organization does not submit a timely request for reimbursement with required supporting documentation, generally within 30 days of the close of the incident.

For incidents with a federal disaster declaration, reimbursement will be limited to that allowed under FEMA Disaster Assistance Policy 9523.6.

PRIVATE SECTOR RESOURCE REIMBURSEMENT

The reimbursement rate for equipment supplied by the private sector vendors will be the equipment rental rates agreed to on the Request for Assistance (RFA) Form or in preexisting contracts with the Douglas County, the state or within the Interagency Dispatch System. In the absence of a preexisting contract, the reimbursement rate will be the equipment rental

rates published in the Equipment Watch, Rental Rate Blue Book plus fifty percent (50%). The reimbursement rate is the total reimbursement available for the cost of ownership, depreciation, maintenance, repair, transportation, fuel and oil. The reimbursement rate is exclusive of the equipment operator and support personnel component.

When equipment operators and support personnel are supplied by the private sector equipment vendor, their cost will be reimbursed at the prevailing Davis-Bacon Act Rate. This reimbursement shall be the only reimbursement for all labor costs associated with providing the personnel component to operate and support the provided equipment. Current state per diem rates will be used, unless there is another agreed upon rate.

The resource management network is a primary responsibility of the EOC and should be effectively functional during an emergency situation. A listing of all available stores and supplies of foods, materials, and equipment is kept on file in the EOC.

XII. ANNEX DEVELOPMENT AND MAINTENANCE

The Wildland Fire Annex is designed to be the principal source for guidance concerning wildfire incidents in Douglas County.

The Douglas County Office of Emergency Management is responsible for developing and maintaining this Wildland Fire Annex.

This annex is a product of the Douglas County Office of Emergency Management and serves as an annex of the Douglas County Emergency Operations Plan (EOP). As such the policies, procedures and practices outlined in the County EOP govern this annex. OEM coordinates the maintenance and updates of this annex as necessary on a schedule deemed appropriate by the OEM Director. An update of this annex may or may not coincide with the maintenance and update schedule of the EOP. Record of changes, approval, and dissemination of the County EOP will also apply to this annex.

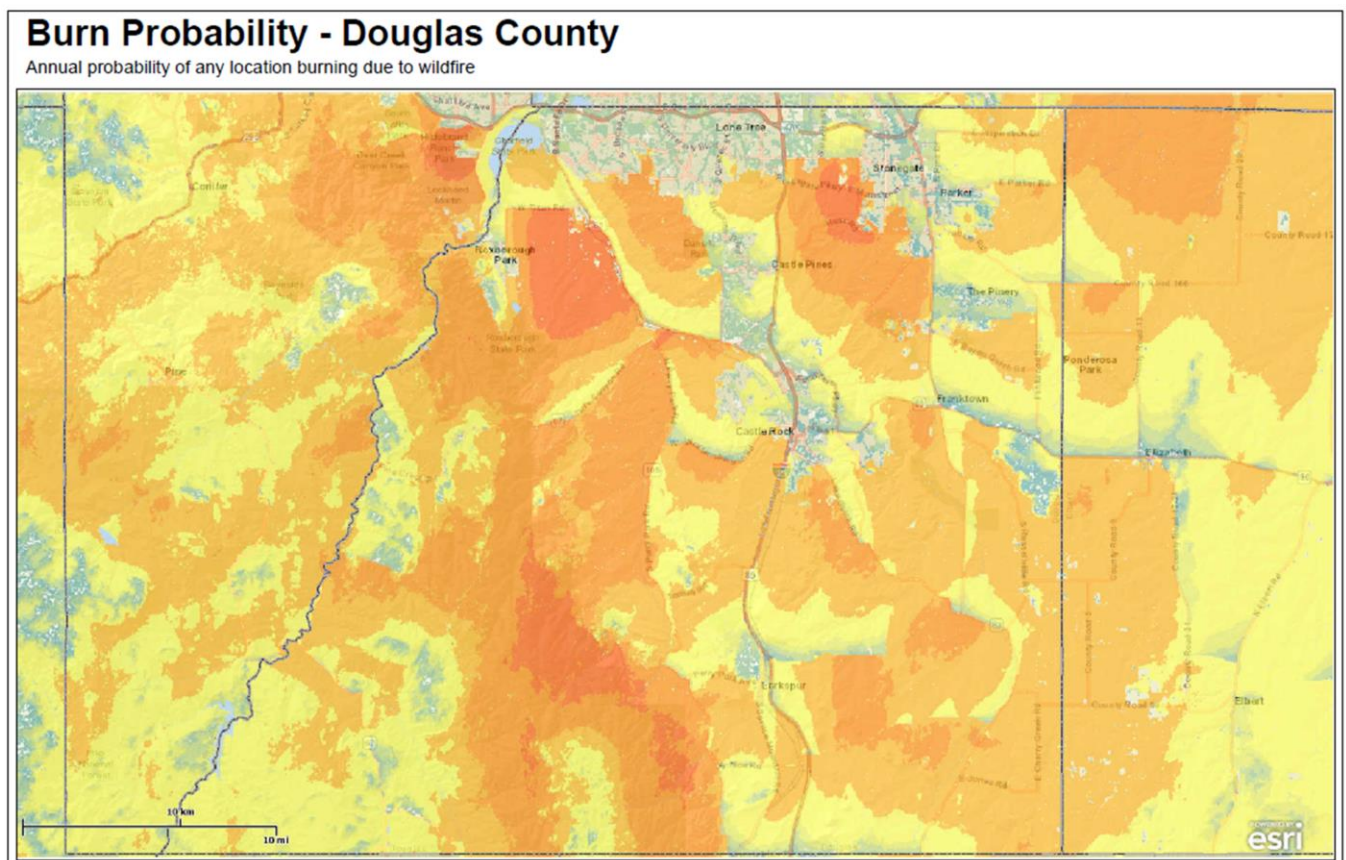
Updates to this annex can be made independently to updates to the EOP for multiple reasons, including but not limited to changes in policy/procedure, improvements and recommendations based on real life events, exercises, etc., or required changes or additions to local evacuation map information. In addition, evacuation procedures are ever changing as new technology, resources, best practices, lessons learned, etc. are updated and included in this annex.

XV. APPENDICES

APPENDIX A – DOUGLAS COUNTY WILDLAND URBAN INTERFACE (WUI) DETAIL (2019 DATA)

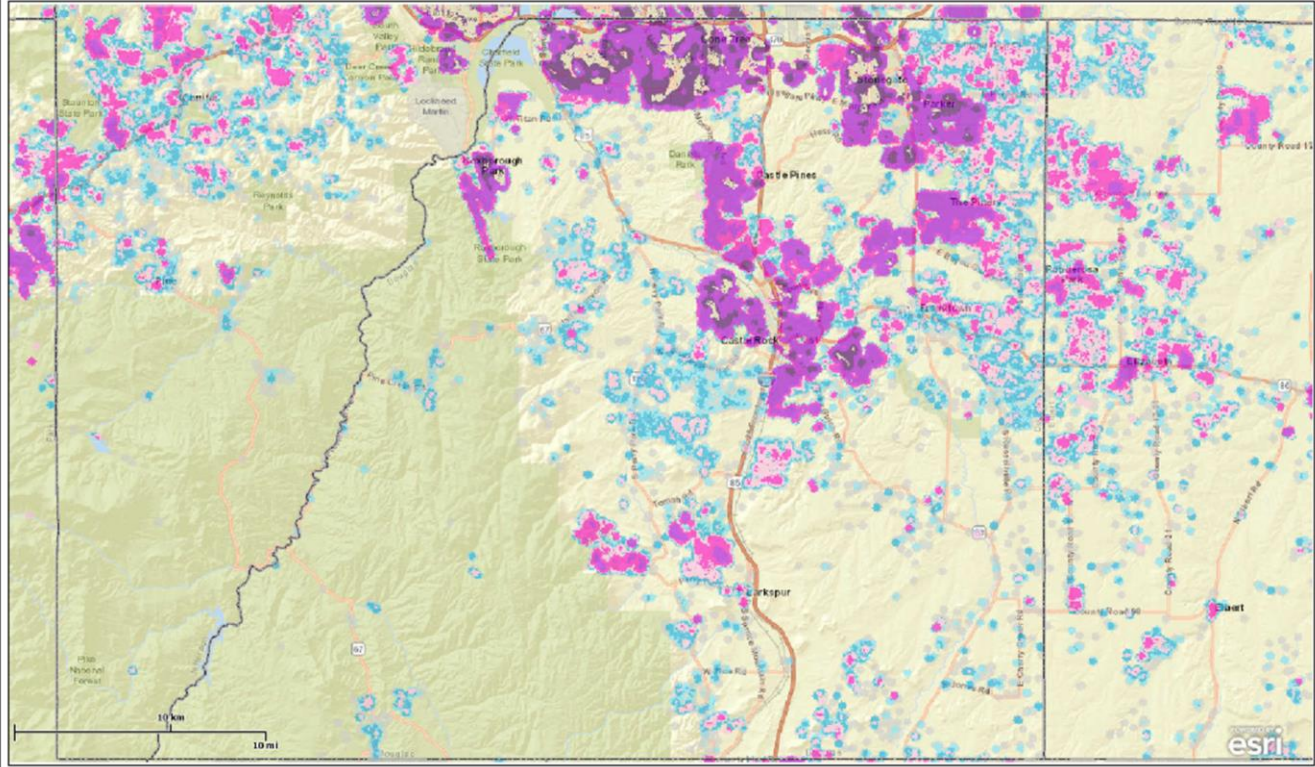
- More than 25 % of Douglas County’s population live in WUI Areas
- 27% of the population resides in 11 high-risk WUI areas

COUNTY RISK MAPS



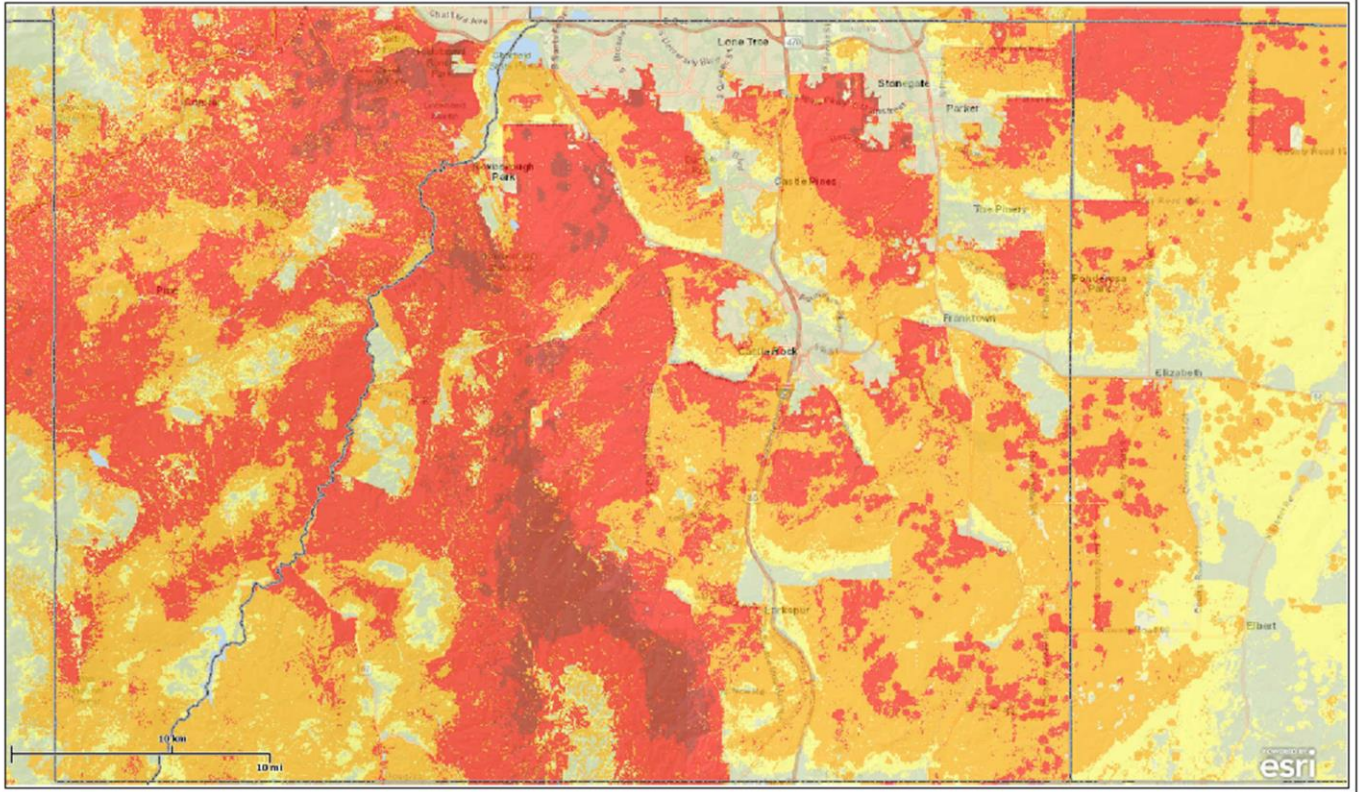
Wildland Urban Interface - Douglas County

Reflects housing density depicting where humans and their structures meet or intermix with wildland fuels.



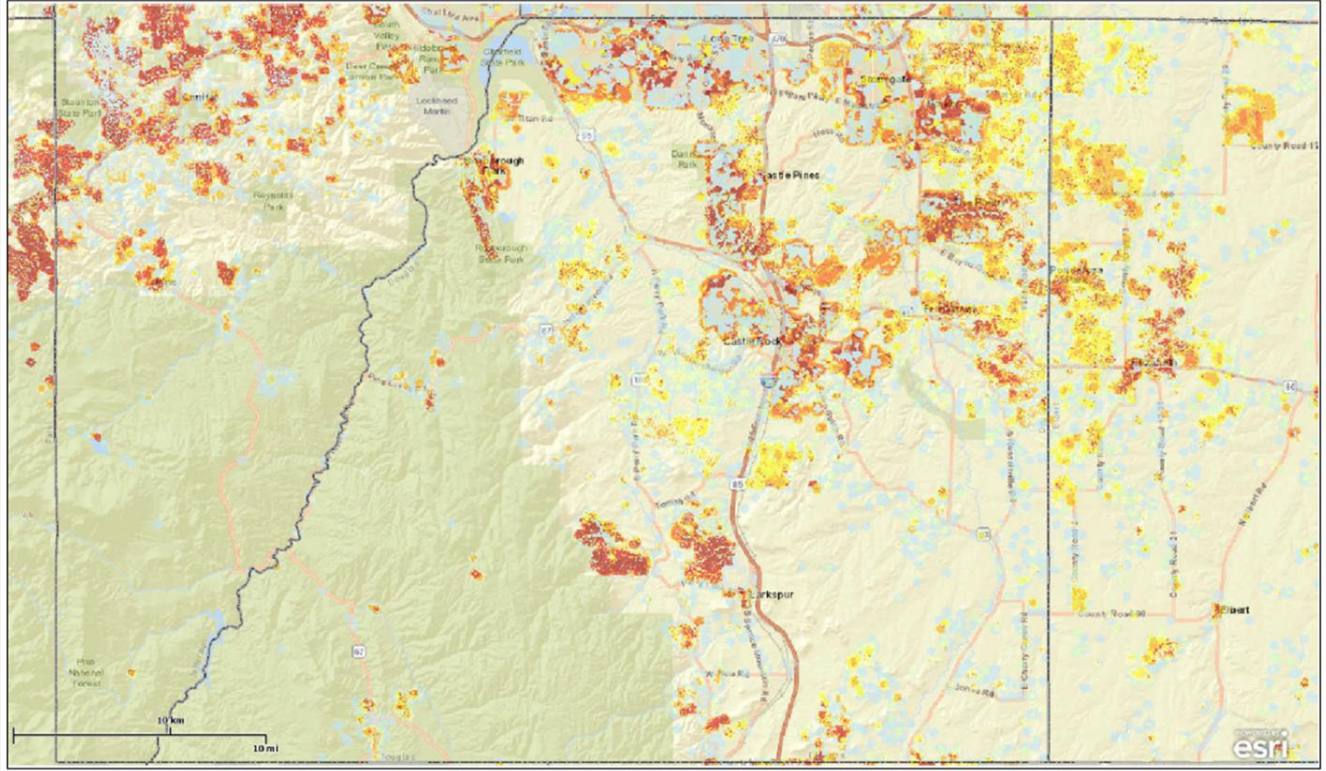
Wildfire Risk - Douglas County

The overall composite risk occurring from a wildfire derived by combining Burn Probability and Values at Risk Rating



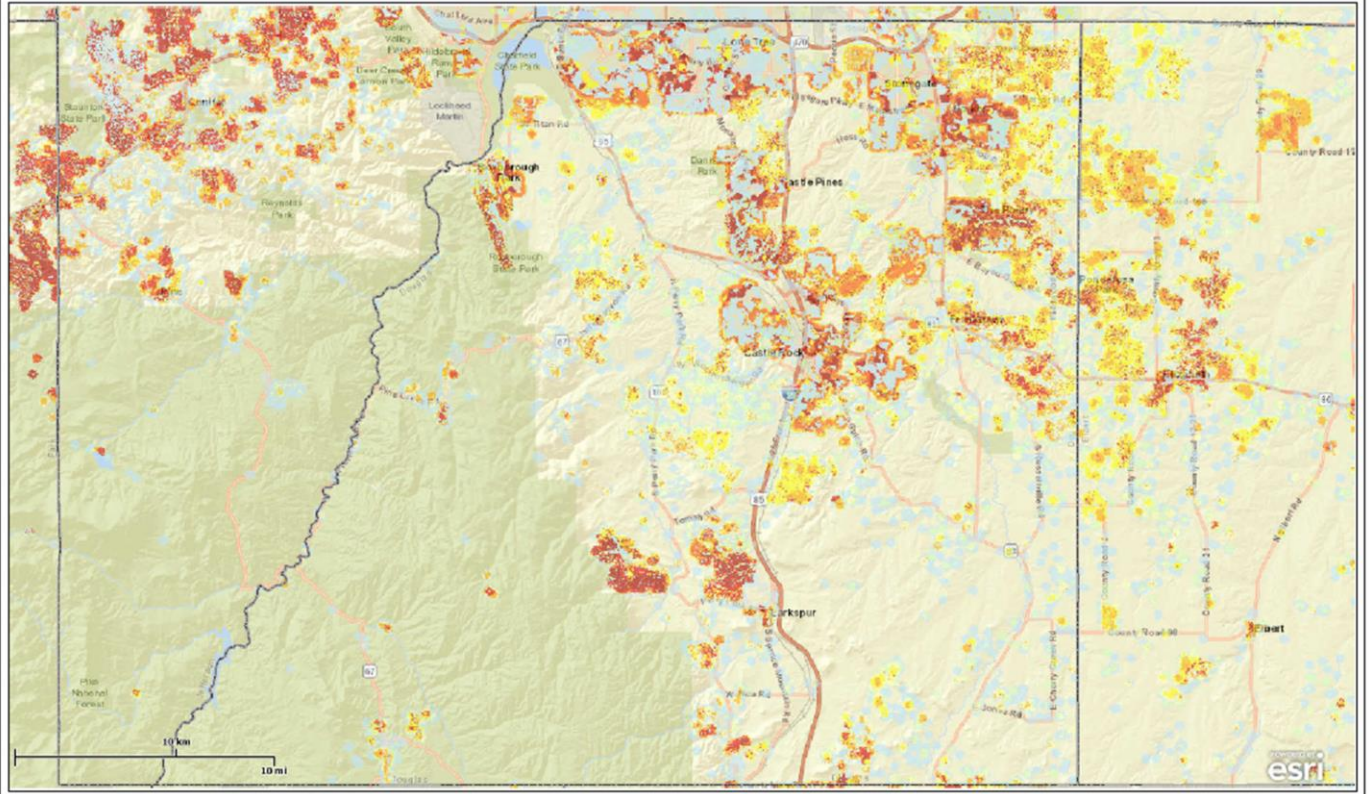
Wildland Urban Interface Risk - Douglas County

A measure of the potential impact on people and their homes from wildfire.



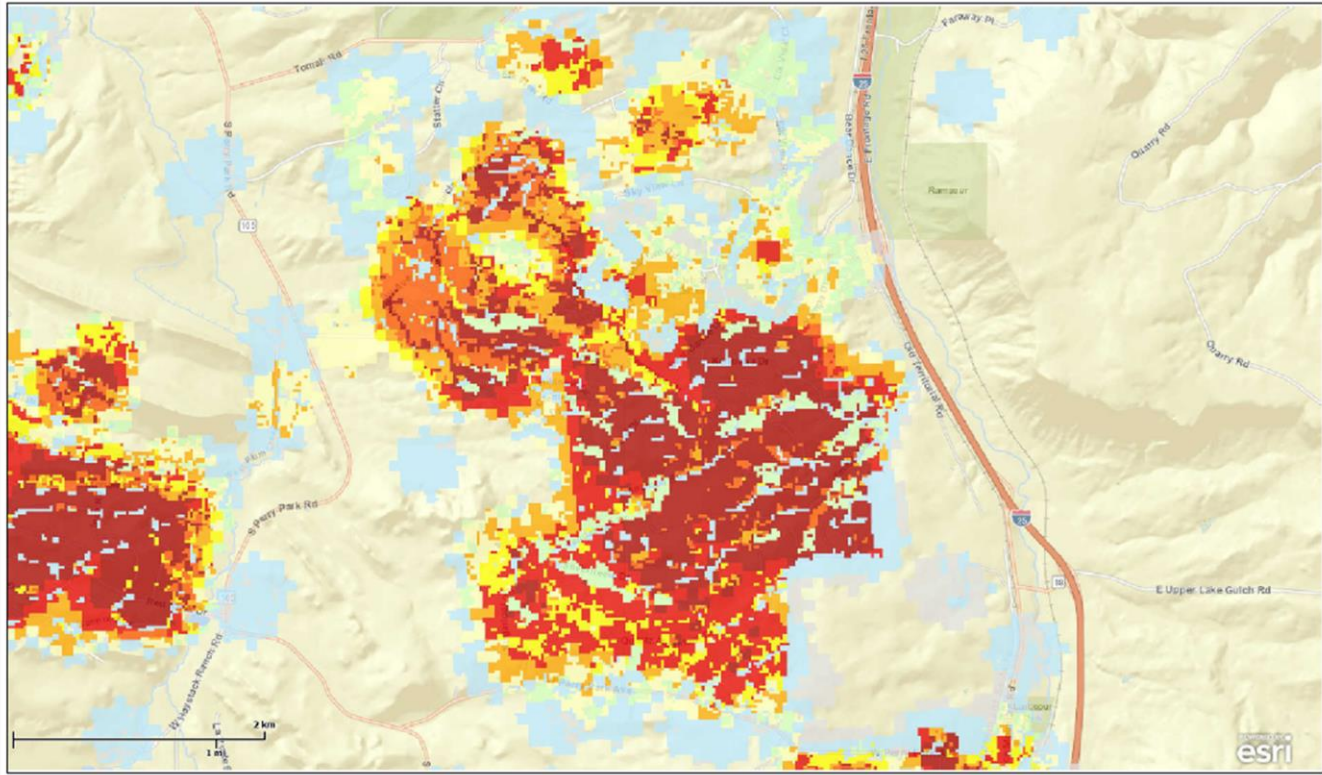
Wildland Urban Interface Risk - Douglas County

A measure of the potential impact on people and their homes from wildfire.



Wildland Urban Interface Risk - Bear Dance/Sage Port

A measure of the potential impact on people and their homes from wildfire.

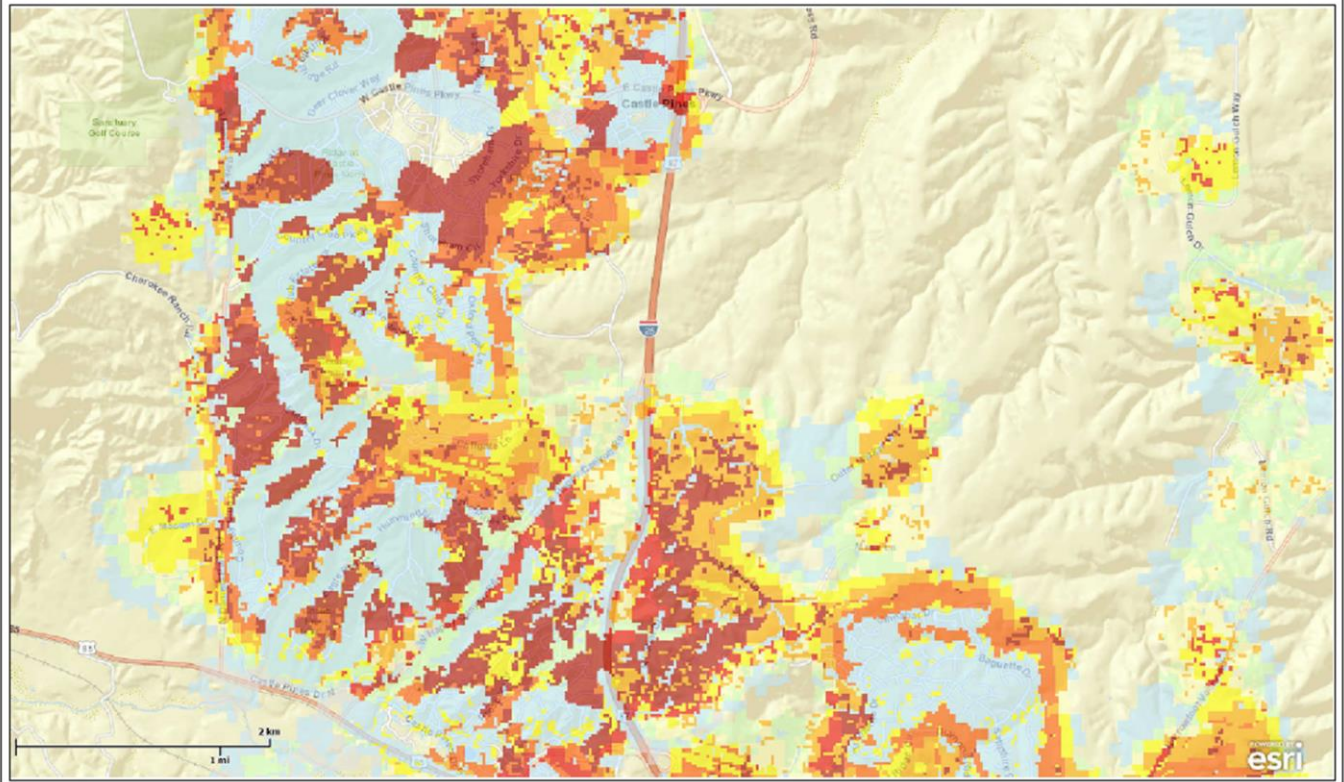


CONCERNS - BEAR DANCE SAGE PORT

- 1,773 Homes
- Density of Homes
- Narrow Highly Timbered Roadways
- Limited Ingress/Egress
- Maze-like Streets
- 625 (35%) Residents +55

Wildland Urban Interface Risk - Castle Pines

A measure of the potential impact on people and their homes from wildfire.

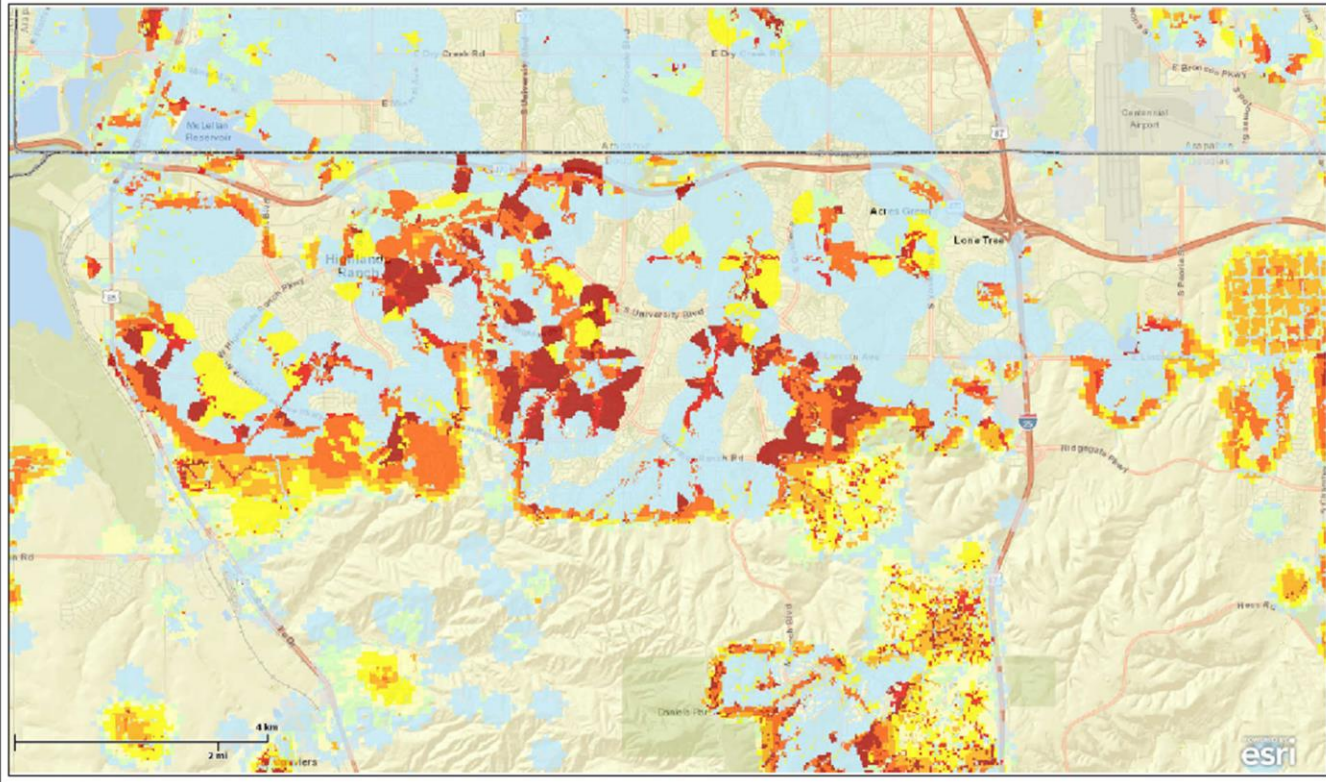


CONCERNS – CASTLE PINES

- 7491 Homes
- Density of Homes
- Narrow Roadways
- Limited Ingress/Egress
- High Values at Risk
- 1054 (34%) Residents +55 (CP Village only)

Wildland Urban Interface Risk - Highlands Ranch Back Country

A measure of the potential impact on people and their homes from wildfire.

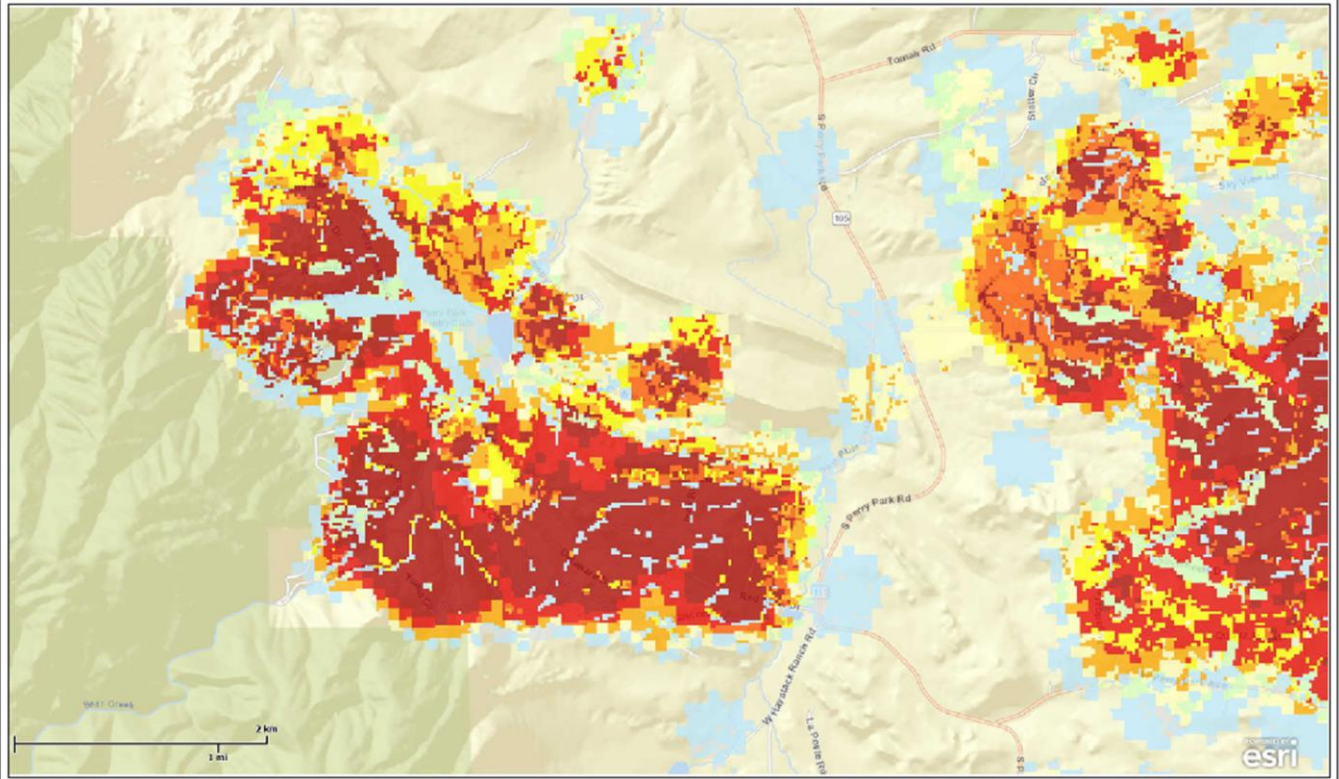


CONCERNS – HIGHLANDS RANCH AND HIGHLANDS RANCH BACKCOUNTRY

- 14,222 Homes
- High Density
- Mixture of high grasslands and timber fuels
- Limited Ingress/Egress
- High Values at Risk
- 729 (22%) Residents +55 (HR Backcountry only)

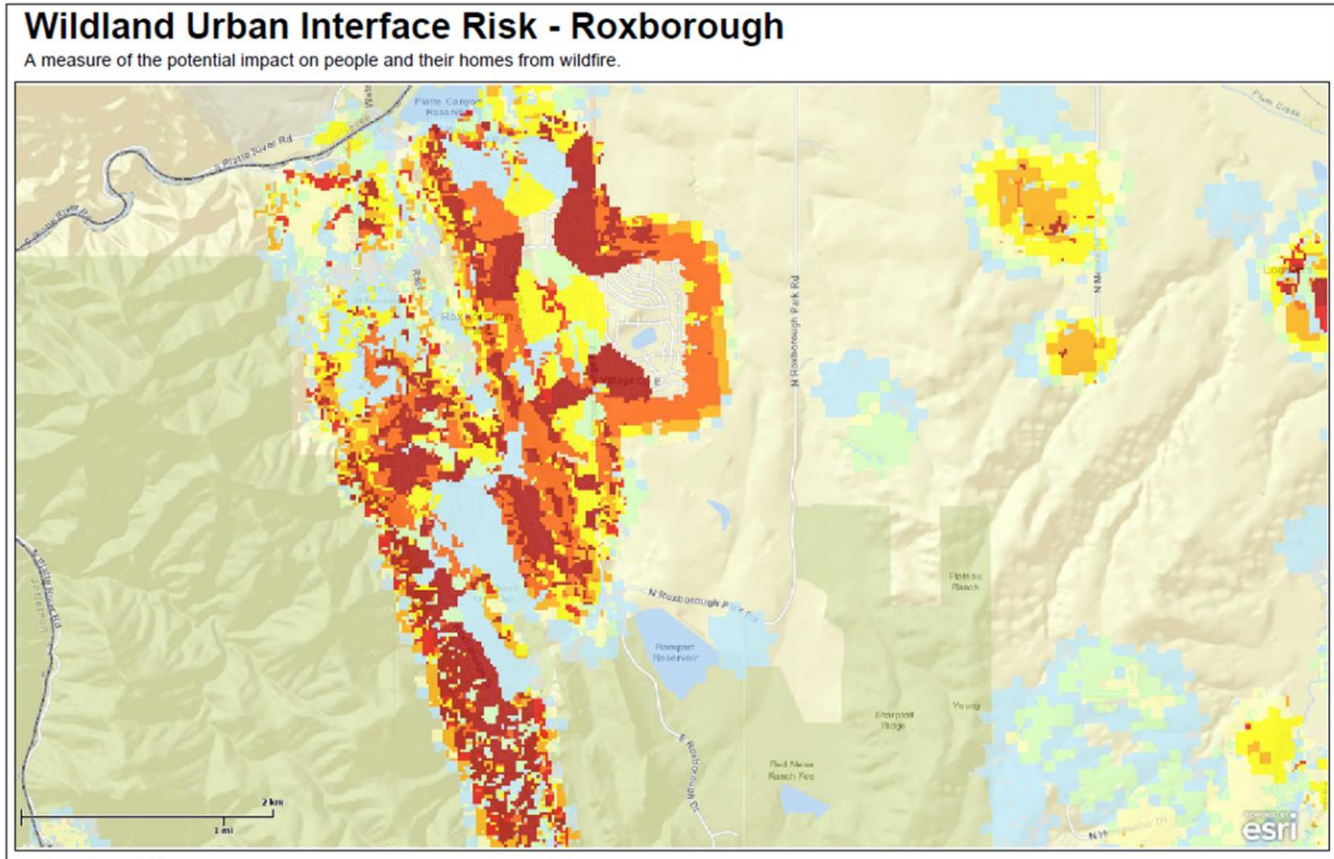
Wildland Urban Interface Risk - Perry Park

A measure of the potential impact on people and their homes from wildfire.



CONCERNS – PERRY PARK







- 1,609 Homes
- Narrow, timbered & vulnerable 2-lane roadways
- Mixture of high grasslands and timber fuels
- Limited Ingress/Egress
- High Values at Risk
- 931 (52%) Residents +55



CONCERNS – ROXBOROUGH

- 3,734 Homes
- Narrow, timbered & vulnerable roadways
- Steep downslopes and winds into neighborhood
- Limited Ingress/Egress
- High Values at Risk
- 2156 (23%) Residents +55

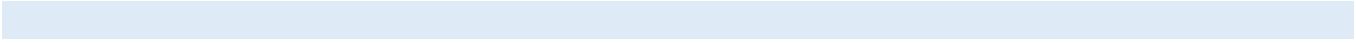
ADDITIONAL AREAS OF CONCERN

<p>Burning Tree</p>	 <p>5,279 Homes</p>	 <p>Mixed grassland/forest fuels</p>
<p>Deerfield/Russellville</p>		
<p>Keene Ranch</p>	 <p>Narrow Highly Timbered Roadways</p>	 <p>Limited Ingress/Egress</p>
<p>Pinery</p>		
<p>Spruce Mtn Estates</p>	 <p>Low degree of homeowner mitigation effort</p>	 <p>4450 (32%) Residents Age +55</p>
<p>Woodmoor Mountain</p>		

APPENDIX B – ESSENTIAL ELEMENTS OF INFORMATION (EEI)

Essential information that must be collected during the first 24-hour period:

- Weather and fire forecasts including areas threatened and rate of speed
- Locations or boundaries of areas burned
- Location and number of associated deaths or injuries
- Requirements for evacuations and estimated number of people displaced
- Significant fire, medical and law enforcement incidents
- Status of communications systems, including:
 - County voice and data networks
 - Fire and Law emergency radio systems
 - 911 and Dispatch systems
- Damage to critical public buildings and infrastructure, including:
 - Fire and Law facilities
 - Hospitals, assisted care, skilled nursing, etc. facilities
 - Schools
- Status (open, partial closure, or full closure) of roads, bridges, major surface streets, and public transportation systems
- Status of and damage to major utility systems, including:
 - Water
 - Telecommunications
 - Electrical
 - Wastewater
 - Natural gas

- Location and status of evacuation centers or shelters
 - Status and forecast for air quality and potential public health impacts
 - Critical resource shortfalls impacting public safety
- 

APPENDIX C – WILDFIRE ANNUAL OPERATING PLAN (AOP) GUIDANCE DOCUMENT

In wildfires, the Annual Operating Plan is a governance document that influences initial attack and extended attack resource mobilization. The current 2014 AOP highlights that are related to resource mobilization are defined below:

Resource Requests

The parties to this operating plan agree to coordinate all resource requests from cooperating agencies as follows:

- A. FEDERAL RESOURCES: Requests for federal resources, including all personnel and equipment, shall be coordinated through the Pueblo Interagency Dispatch Center (PIDC).
- B. Division of Fire Prevention and Control: Requests for state resources shall be coordinated through the DFPC FMO.
- C. COUNTY RESOURCES: Requests for county resources during *initial attack* shall be made through the jurisdictional agency's local dispatch center. All available mutual aid resources (specific equipment or personnel, wildland task forces, aviation etc.) will be utilized, prior to ordering resources from outside Douglas County.
- D. STATE AVIATION RESOURCES: Requests for state aviation resources will be made through PIDC or State Emergency Operations Line only for the Multi Mission Aircraft requests per the Rocky Mountain Area Mobilization Guide.
- E. FEDERAL AVIATION RESOURCES: Requests for Federal and Interagency aviation resources such as Air Tankers or Helicopters will be made through PIDC.
- G. COUNTY AVIATION RESOURCES: Requests for Douglas County contract aviation resources will be made through Douglas Regional Dispatch Center.

Reciprocal Fire Assistance Mutual Aid

In the AOP mutual aid is defined as assistance provided by a supporting agency or fire protection district at no cost to the jurisdictional (protecting) agency. Supporting agencies will voluntarily, or upon request, take initial attack action in support of the jurisdictional agency. It shall be the responsibility of the agency performing initial attack to notify jurisdictional agencies if those lands are involved or threatened. The jurisdictional agency will not be required to reimburse the supporting agency for costs incurred for the duration of the mutual aid period, unless other arrangements are agreed upon pursuant to § 29-5-105 C.R.S. through § 29-5-110, C.R.S. (Temporary fire fighter duty assignments).

- **Mutual Aid Period:** The extent of the Mutual Aid period shall be twelve (12) consecutive hours from the time of initial dispatch of the Emergency Incident, unless extended by an additional agreement between the Parties. The initial dispatch shall be the first notification of the Emergency Incident; a Requesting Party

may not circumvent the limitation on Mutual Aid by re-toning when Mutual Aid is requested or by using the time of notification of an Assisting Party. **Initial attack activities are subject to all existing mutual aid, reciprocal aid, and automatic aid agreements between the involved Agencies, and unless otherwise covered under DFPC Wildland Fire Resource Funding Guidelines.**

- **Obligation Under Mutual Aid:** It is understood that no supporting Agency or Fire Protection District will be required to assist, or expected to commit resources to a jurisdictional Agency, if such assistance or resources may jeopardize the security of lands under protection of the supporting Agency or Fire Protection District.

Local DFPC and Federal agencies will respond as needed and available to wildfires on state and private lands when requested by Agency Having Jurisdiction. Such response costs should follow *DFPC Wildland Fire Resource Funding Guidelines*. Local Federal resources, during the mutual aid period, when a fire is determined to threaten Federal lands, will be at no cost to the jurisdictional agency. However, when fire is not threatening federal lands and / or beyond mutual aid, federal resource cost recovery may be requested to the ordering entity.

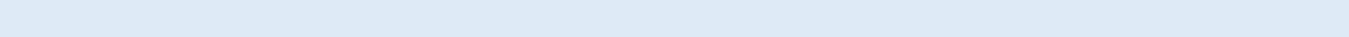
Wildfire AOP Reimbursement and Cost Sharing

For County managed fires, the Douglas County Sheriff's Office may identify a separate process and procedure for reimbursement of cooperators not identified in this agreement. On EFF-declared fires reimbursement requests from cooperating agencies will be made to the Division of Fire Prevention and Control (DFPC). Invoices are required to have proper documentation supporting those expenses before the process for payment can be completed.


Cost-share agreements shall be prepared when an incident burns across or threatens jurisdictional boundaries. The intent is to distribute the financial burden based on a method agreed upon by a representative from each affected jurisdiction. A cost-share agreement should be negotiated as soon as practical. For wildland urban interface (W/UI) fires involving structures, the distribution of costs should be commensurate with the values protected. During fires that threaten private lands and structures, cost of jurisdictional fire suppression and support resources are borne whenever possible by the jurisdictional agency, department, or fire protection district in which the structures and/or fire is located. A cost-share agreement may be developed to allow for reimbursement if agreed upon by all authoritative parties.

Generally, agencies that elect to not fully suppress an ignition with the intent to manage the fire for other objectives are responsible for all cost associated with that fire after the 12 hour mutual aid period ends.

Interagency zone dispatching is used for EFF fires or if indicated by level of the incident. When the resource ordering is officially transferred, the EOC shall continue to support incident operations and resource management as needed or requested. If all resource needs are fulfilled a complete resource status inventory shall be provided by the EOC to the interagency dispatch center.



APPENDIX D – ALL-HAZARD COMPLEXITY ANALYSIS FORM

 State of Colorado Consequence Complexity Analysis (Appendix F)								
Incident Name		Type of Incident						
Date	Time		VAXWF=TP					
Ranking Element	Value of 0	Value of 1	Value of 3	Value of 5	Value Assigned	Weight Factor	Total Points	
First Responder Safety	N/A	Low exposure with simple hazards easily mitigated.	Moderate exposure with several hazardous conditions mitigated through 215A.	High exposure which requires multiple strategies to mitigate hazards. Additional SOPRs are needed.		5	0	
Public Safety	N/A	Exposure to hazards can be mitigated through public contact (i.e. face - to - face meetings or via the media).	Public must be managed to limit hazard exposures, voluntary evacuations.	Public exposure to hazards are imminent. Closures or highways and evacuations are mandatory.		5	0	
Environmental Impact (Air & Water Quality)	N/A	No environmental impacts	Minimal environmental impacts.	Major environmental impacts occurring which will result in the deployment of specialized resources to combat the impacts		4	0	
Objectives	N/A	Objectives are easily achieved.	Objectives are moderately difficult to achieve.	Objectives are difficult to achieve or original objectives are eclipsed by new objectives. Several conflicts between objectives and constraints exist.		4	0	
Anticipated duration of Resource Commitment ordered by the IC / EOC.	N/A	One to Three Days on scene	Four to Seven Days on scene	Eight Days or more on scene		4	0	
Incident control / stabilization measures to be protected	N/A	No incident control measures within or adjacent to the incident. No damage anticipated.	Several control measures to be protected within or adjacent to the incident. Minimal damage to be anticipated to occur.	Numerous control measures within or adjacent to the incident. Severe and imminent damage is likely without commitment of specialized resources with appropriate skill level.		4	0	
Critical Infrastructure / Key Resources (CI/KR) to be protected within the incident area.	N/A	No CI/KR within or adjacent to the incident.	Several CI/KR to be protected within or adjacent to the incident. Mitigation through planning and/or preparation is adequate. May require some commitment of specialized resources.	Numerous CI/KR within or adjacent to the incident. Severe damage is likely without commitment of specialized resources with appropriate skill level.		4	0	
Evacuations needed or occurring	N/A	Not occurring, but pre - planning taking place	Small scale evacuations occurring	Both human and large animal evacuations occurring		4	0	
Cultural and Natural Resource Values	N/A	No impacts to resources-	Several resource values will be impacted	Resource benefits are significant or the likelihood of negative impacts are high.		3	0	

Social and economic impacts / concerns	N/A	No impacts to economic values.	Moderate economic impacts exists.	High economic impacts exists. High internal and external jurisdictional interests and concerns exist.		2	0
Media Interest / Public Interest	N/A	No controversy or media interest.	Media releases are issued, but no media are present or contacting PIO	Media present or contacting PIO during operations periods. National media present or JIC activated.		2	0
Economic / Cost Benefit Analysis	N/A	Values to be protected or treated are less than costs of management actions.	Values to be protected or treated are equal to costs of management actions.	Values to be protected or treated exceed costs of management actions.		2	0
Threats to containment	N/A	Low risk of incident escaping established perimeter and active engagement or holding is required	Moderate risk of incident escaping established perimeter and active engagement or holding is required	Incident is certain to exceed established perimeter without aggressive engagement or holding actions and will result in a much more complex incident		3	0
Current Organization Performance	N/A	Current organization performing within expectations and span of control, can develop and implement the IAP.	Current Organization struggling to develop and implement IAP, begining to see overhead extended and pushing limits of span of control	Current Organization unable to develop and implement IAP, overhead extended, exceeds span of control. Incident requires multiple, branches, groups, division or specialized operations.		3	0
Disaster declaration	N/A	Local disaster declaration has been issued.	State assistance is required, but no Gubernatorial disaster declaration has been issued	A State disaster declaration has been issued. Request for federal assistance is being drafted.		1	0
Multiple jurisdictions directly impacted	N/A	Incident is contained within one political jurisdiction.	Two political jurisdictions are directly impacted by incident.	Three or more jurisdictions are directly impacted by incident or are provided evacuation centers / shelters / etc.		3	0
Special / Night Operations required / Unmet Needs (Donations & Volunteer Management)	N/A	No Special / Night operations are occurring. No current unmet needs	Special / Night operations are being conducted but only to monitor the situation. Night operations do not equate to the same level of activity as day operations. Minimal unmet needs	Special / Night operations are on - going with high level of response intensity. Significant unmet needs currently being addressed		4	0
POINT RANGES		0 to 92	Consider turning back to home unit	TOTAL			0
		93 to 138	Consider ordering Type 3 IMT				
		139 to 184	Consider ordering Type 2 IMT				
		185 to 230	Consider ordering Type 1 IMT				
Prepared by:			Signature:			Date / Time:	
Position:			EOC INCIDENT PRIORITIZATION RANKING				
CDPS - Incident Complexity Analysis-9/09/15							

APPENDIX E – DISASTER FINANCE POLICY

DOUGLAS COUNTY
ADMINISTRATIVE POLICIES AND PROCEDURES

TITLE: Emergency and Disaster Finance Policy	
POLICY CUSTODIAN Finance	APPROVAL DATE: September 2011
	REVISION DATE: August 2015

PURPOSE: To ensure the proper and efficient process of specific governmental functions relating to the procurement transactions, contracts, purchasing cards limits and approval authority for allocation of funds when required during an emergency/disaster situations as defined by the Colorado Disaster Emergency Act of 1992, (Part 21 of Article 32, Title 24 of the Colorado Revised Statutes, 1996 as amended).

DEPARTMENT RESPONSIBLE: Finance

DEPARTMENT(S) AFFECTED: All

POLICY:

Delegation of Procurement, Contracts, Purchasing Cards Limits, Employees Overtime or Other Wage Compensation and Allocation of Funds Requirements during Emergency/Disaster Incident:

An emergency/disaster may create the immediate and serious need for supplies, equipment, materials, and services that can not be met through normal procurement methods and the lack of which would threaten the function of County government, or the health, safety or welfare of County residents. A need for an emergency procurement shall waive all existing procurement requirements and shall be limited only to the quantity of those supplies, equipment, materials, or services necessary to meet the emergency/disaster. All emergency procurement shall be made with as much transparency and competitive bid process that is practical under the circumstances.

An emergency/disaster may create the immediate need for contracted services or other resources that cannot meet all the requirements of the County’s Contract Policy. Under emergency/disaster circumstances, the inability to have a contract or agreement would threaten the operation of County government, or the health, safety and welfare of County residents. The normal County’s Contract Policy requires that contracts and agreements receive legal and fiscal review and approval prior to execution. This would still apply to the extent possible but could be waived if critical to ensure the success of the management of the emergency/disaster incident.

When requested during an emergency/disaster incident, the purchasing card amounts for designated employees may be increased and to be limited only to the quantity of those supplies, equipment, materials or services necessary to meet the emergency/disaster.

In the event of an emergency/disaster in or near the County, all County employees are expected to make every effort be available to assist the County Manager, Elected/Appointed Officials and Department Directors ensure the continued operation of any and all necessary County functions. This may mean being available to perform additional duties and hours beyond what is normally required. In the event that an employee does work more than 40 hours a week in support of County operations during an emergency, or are otherwise eligible, then they may receive overtime or other appropriate wage compensation in accordance with existing County policies.”

Under normal operations, the spending levels of authority apply to commitments made per vendor are:

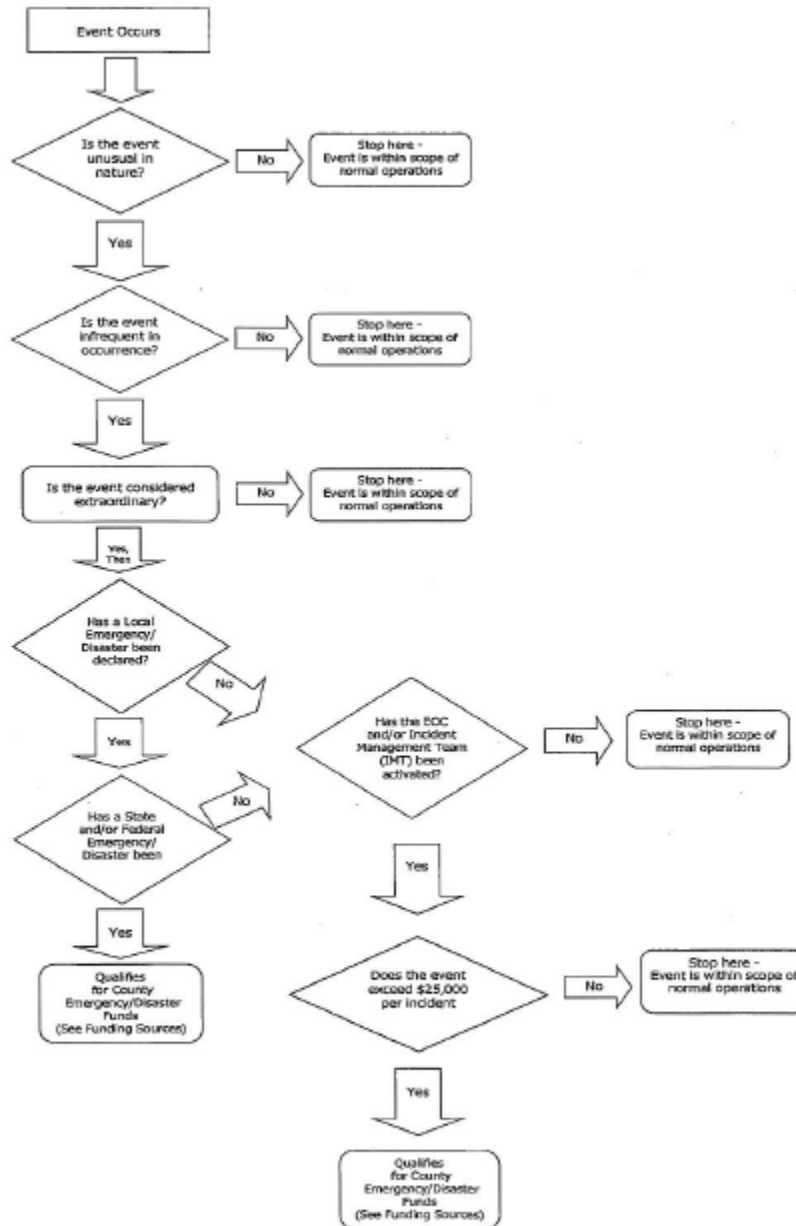
- Up to and including \$25,000 may be approved by Elected Official or Department Director
- Up to and including \$100,000 may be approved by County Manager or Deputy County Manager
- Over \$100,000 must be approved by the Board at a public hearing.

Based upon the Use of Emergency Funds Criteria Flowchart, Figure 1, when it becomes necessary to utilize emergency funds, approval authority shall be as follows:

- In accordance with the EDAR, authorizes, in the absence of the County Manager, that the Deputy County Manager, and then the Director of Finance, and then the Director of Facilities, Fleet and Emergency Services, in that successive order, will have access to the emergency funds up to and including \$100,000 that apply to commitments made per vendor during the emergency/disaster period.
- In accordance with the EDAR, authorizes the County Manager, in the absence of the Board of County Commissioners, to act with the full authority of the Board of County Commissioners during a State of Emergency and/or Local Disaster.
- Resources shall be ordered in accordance with appropriate channels to ensure tracking by Finance.
- The appropriation of emergency funds from fund balance requires approval through a supplement budget at a public meeting that is noticed in the local paper. During an emergency/disaster funding can be obtained from non-restricted appropriated operating and/or capital funds until the supplemental budget can be approved at which time these operating or capital funds can be repaid with emergency funds as referenced in the Source of Funding – Emergency/Disaster Flowchart, Figure 2.

TABOR Emergency Reserves are to be used “for declared emergencies only”. “Emergency” for using TABOR emergency reserves shall be strictly limited as defined herein. TABOR Emergency Reserves should be repaid whenever possible within the year. The County should use funds in a sequence that leaves utilizing the TABOR Emergency Reserve as a last resort after exhausting other available funds.

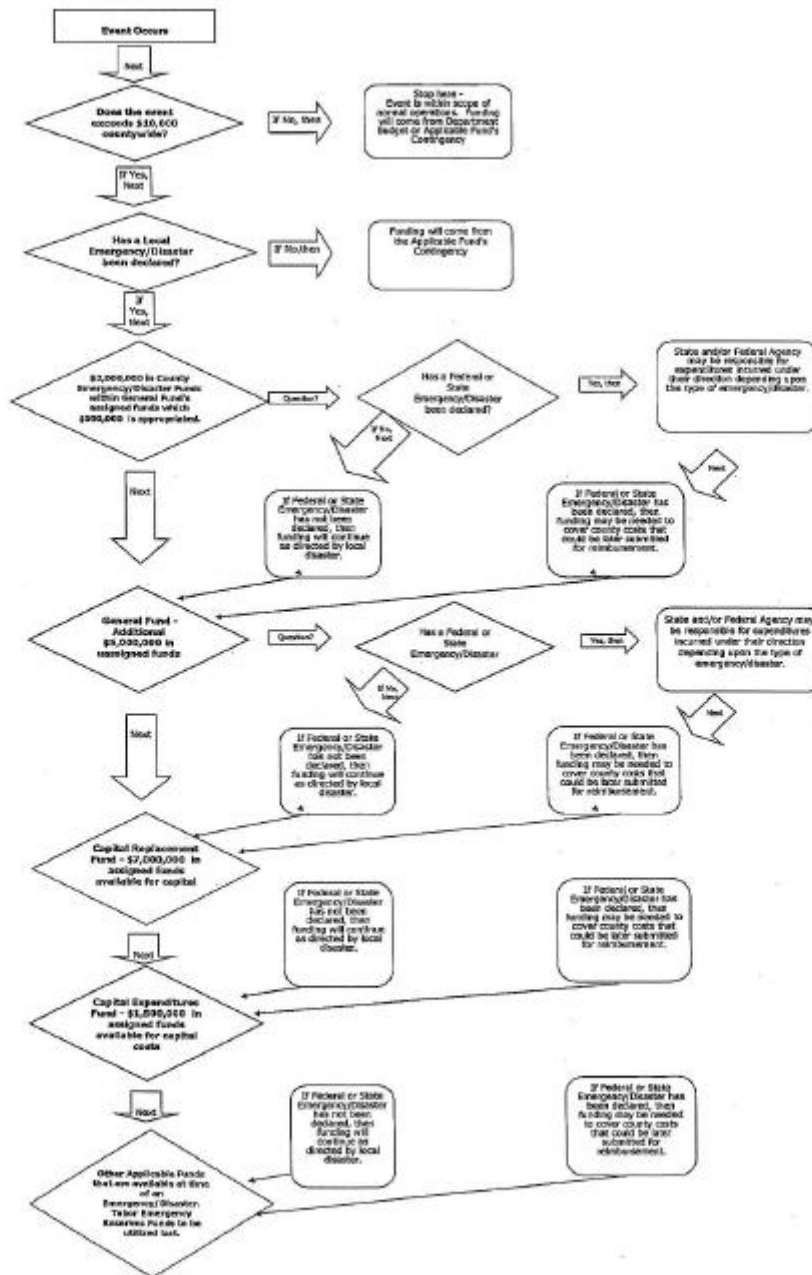
Figure 1
Use of Emergency Funds Criteria



Flowchart: EM Funding Sources 8-31-12

Updated by C. Pfen
September 9, 2010

Figure 2
Sources of Funding - Emergency/Disaster



Worksheet: EM Funding Sources 8.01.12

Updated by C. Ryan
9/1/2012

APPENDIX F – DEFINITIONS

The following are definitions of terms used in the Wildland Fire Annex.

Agency Having Jurisdiction (AHJ) –The agency having jurisdiction and responsibility for a specific geographical area or a mandated function.

Agency Representative – An individual assigned to an incident from an assisting or cooperating agency that has been delegated the authority to make decisions on matters affecting that agency’s participation at the incident. In ICS, Agency Representatives report to the Incident Liaison Officer.

Allocated Resources – Resources dispatched to an incident.

Annual Operating Plan – Sets forth standard operating procedures, agreed procedures, and responsibilities to implement cooperative wildland fire protection on all lands within a county. It is a working document compiled each year by wildland fire agencies participating in the Plan and shall be attached to and considered part of the Interagency Cooperative Fire Protection Agreement.

Appropriate Response – The planned strategy for action (in terms of the type, amount, and timing of resources) on an incident which most efficiently meets incident management objectives under current and expected conditions. The response may range from a strategy of prompt incident control to one of containment or confinement.

Assisting Agency – An agency directly contributing tactical or service resources to another agency.

Available Resources – Resources available to respond to incidents beyond their local mutual aid area for a specified extended duration of time.

Base – Staging and/or command center location for emergency operations.

Base Camp – Location for eating, sleeping, etc. near staging or command center.

Coordination Center – A facility that is used for the coordination of agency or jurisdictional resources in support of one or more incidents. For the purposes of the Colorado Emergency Resource Mobilization Annex this refers to the Rocky Mountain Interagency Coordination Center.

Director– Means the director of the Office of Emergency Management as identified in section 24-33.5-705 C.R.S.

Emergency Management Assistance Compact (EMAC) – The adopted state-to-state process for ordering resources that will cross state lines during a governor declared emergency or disaster.

Emergency Manager– Is the director or coordinator of the local or interjurisdictional disaster agency as described in section 24-33.5-707 (4) C.R.S or other person identified pursuant to section 24-33.5-707 (6), responsible for local or interjurisdictional disaster preparedness and response.

Emergency Operations Center (EOC) – EOCs are facilities (physical or virtual) that are used in varying ways at all levels of government and within private industry to provide a location for coordination, direction, and support during emergencies.

Geographical Area Coordination Center (GACC)– The primary mission of the GACC is to serve federal and state wildland fire agencies through logistical coordination and mobilization of resources (people, aircraft, ground equipment) throughout the geographical area, and with other geographic areas, as necessary.

Host Jurisdiction–Is the jurisdiction having authority over the disaster or emergency until incident management authority is delegated to another agency.

Incident – An occurrence either human caused or by natural phenomena, that requires action by emergency service personnel to prevent or minimize loss of life or damage to property and/or natural resources.

Incident Commander – The individual responsible for the management of all incident operations at an incident site by delegation of authority from an AHJ.

Incident Command System (ICS) – A standardized on-scene emergency management concept specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. It has the same meaning set forth and established in section 29-22.5-102 (3) C.R.S

Incident Management Team (IMT) – An organization of overhead personnel operating within the Incident Command System with responsibility for the management of resources to effectively accomplish objectives determined for an incident, under the direction of the Incident Commander.

Interagency (IA) Dispatch Center – A facility from which resources are primarily assigned to wildland fire incidents. For the purposes of the Colorado State Emergency Resource Mobilization this refers to the Dispatch Centers located in Craig, Grand Junction, Montrose, Durango, Ft. Collins, Pueblo, and the Rocky Mountain Coordination Center (Lakewood).

Jurisdiction– Is the state and tribal authorities and county, city and county, town, special district, or other political subdivision of the State of Colorado.

Local Dispatch – Dispatch offices representing local city/county government emergency response resources and responds to local incident requests for resources. These are also referred to as Public Safety Access Points (PSAP).

Mobilization– Is the process of providing emergency resources beyond those available through existing inter-jurisdictional or mutual aid agreements. Resources sent in response to a request from a jurisdiction in which an emergency or disaster situation or local emergency incident has exceeded or will exceed the capabilities of the requesting jurisdiction. The Term also includes the redistribution of resources either to direct emergency incident assignments or to assignment in communities where resources are needed to provide backfill coverage when those communities’ resources have been mobilized to assist other jurisdictions.

Mobilization Plan– Means the Statewide All-Hazard Resource Mobilization Plan developed and utilized pursuant to section 24-33.5-705.4 C.R.S.

Mobilization System– Means the Statewide All-Hazards Resource Mobilization system and processes created under section 24-33.5-705.4 C.R.S. A system that includes the Mobilization Plan and the technology and personnel necessary to mobilize resources according to the Plan.

Multiagency Coordination (MAC) – A process that allows all levels of government and all disciplines to work together efficiently and effectively. Multiagency coordination occurs across the different incident management disciplines, across jurisdictional lines, and across all levels of government and the private sector. During an incident or incidents, multiagency coordination is used to support incident needs, set jurisdictional policies concerning the incident, set incident priorities, and allocate critical resources. The scope of a MAC group is defined by geography: local, region of a state, state, multi-state region, and national. The State of Colorado uses the Unified Coordination Process as the primary guideline for multiagency coordination at the local, regional, and state level. Further definition of specific MAC processes can be found in the emergency operations plans associated with a given MAC group.

Multiagency Coordination (MAC) Group – Personal that work together to perform multiagency coordination. Very often this group works out of an emergency operations center (EOC) or coordination center.

Multi-Agency Incident – An incident where one or more agencies assist a jurisdictional agency or agencies.

Multi-Jurisdictional Incident – An incident requiring action from multiple agencies that have a statutory responsibility for incident mitigation.

Mutual Aid– Is the emergency interagency assistance rendered pursuant to an agreement between the jurisdictions rendering and receiving assistance

Mutual Aid Agreement – A non-binding, mutually beneficial agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

National Incident Management System (NIMS) – Developed by the U. S. Department of Homeland Security Secretary, NIMS establishes standardized incident management processes, protocols, and procedures that all responders at the federal, state, tribal, and local levels use to coordinate and conduct response and recovery actions.

National Interagency Dispatch System – The National Geographic Area Coordination centers include (Regional) Eastern, Southern, Southwest, Rocky Mountain, Northern Rockies, NICC, Northwest, West Basin, North CA Ops, South CA Ops, and Alaska centers for regional resource management through ROSS.

Non-Host Jurisdiction – Is a jurisdiction providing disaster or emergency response resources to a host jurisdiction, also known as a sending agency.

Operational Period – A defined time period (i.e. 0600 to 1800 hours) in which a specific set of objectives are established for managing incident activities and for which specific resources and personnel are assigned to those activities, as determined by the Incident Commander.

Preparedness Levels – Planned levels of readiness dependent on incident activity, weather, hazard threat, and resource availability.

Resource Kind – A classification of resources in the Incident Command System which refers to function; e.g. hand crew, helicopter, engine, and dozer.

Resource Mobilization Liaison – The Executive Director of the Department of Public Safety or his/her designee who is the Liaison to the Local Unified Coordination Group, Incident Commander, or Host /Requesting Agency.

Resource Type – Refers to resource capability. A Type 1 resource provides a greater overall capability due to power, size, capacity, etc., than would be found in a Type 2 resource.

Resources – Personnel and major items of equipment available or potentially available to be assigned to incidents. Resources are described in the Incident Command System by kind and type.

Interagency Resource Ordering Capability (IROC) – National database for resource deployment, used at the National Interagency Dispatch, Rocky Mountain Area Coordination Group, wildland and all-hazard resources.

Rocky Mountain Area Coordination Center (RMACC) – One of 12 Geographic Area Coordination Centers (GACC) in the Nation. RMACC is located in Lakewood, Colorado and covers a 5 state Rocky Mountain Geographic Area (Colorado, Kansas, Nebraska, South Dakota, and Wyoming).

Single Resource – An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.

Staging Area – Locations set up at an incident where resources can be placed while awaiting a tactical assignment.

State Emergency Operations Center (SEOC) – A facility operated by the Colorado Office of

Emergency Management to coordinate the overall response of state government agencies and assets in support of an incident.

State Emergency Operations Plan (SEOP) – The state level plan for actions to be taken by government and partner organizations when disaster threatens or strikes. It consists of assignment of responsibilities to state agencies, coordinating instructions, staffing, essential facilities, and general operations common to most major emergencies.

Strike Team – Specified combinations of the same kind and type of resources, with common communications and a leader. For example, a Type 1 Engine Strike Team generally consists of 5, Type 1 Engines (meeting the minimum equipment and manning standards) under the control of a Strike Team Leader.

Task Force – A combination of single resources assembled for a particular tactical need with common communications and a leader.

Unified Command – As described in section 29-22.5-102 (8) C.R.S., Unified Command is an application of ICS used when there is more than one agency with jurisdiction. Agencies work together through their designated representative within the Unified Command at a single ICP to establish a common set of objectives and strategies, and a single IAP.

Unified Coordination (also known as Multi-Jurisdictional or Multi-Agency Coordination) – The involvement of multiple entities in the planning, coordination, recovery, and decision-making activities of an incident or event.

Unified Coordination Group – A Unified Coordination Group includes local, state, and federal partners, NGOs, volunteer organizations, the private sector, and other partners involved in response and recovery that have the policy making authority to make decisions, allocate resources, and commit funds. In some cases, it may be

necessary for the UCG to function virtually such as via teleconference or video teleconferencing to accomplish its assigned tasks based on the size and scope of the event (i.e. blizzard activities across multiple jurisdictions).

Unified Coordination System – An activity or a formal system used to coordinate resources and support between agencies or jurisdictions useful for regional situations. This involves a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordination of assisting agency resources and support to agency emergency operations.

